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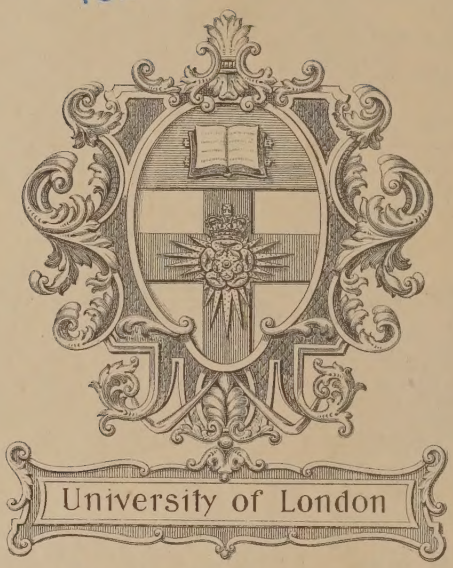

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REPORTS

FROM

COMMITTEES:

THIRTY-TWO VOLUMES.

—(16.)—

CRIMINAL AND DESTITUTE CHILDREN.

Session

4 *November* 1852——20 *August* 1853.

VOL. XXIII.

1852-53.

REPORTS FROM COMMITTEES:

1852-53.

THIRTY-TWO VOLUMES:—CONTENTS OF THE

SIXTEENTH VOLUME.

N. B.—*THE* Figures *at the* beginning of the line, *correspond with the* N° *at the foot of each* Report; *and the* Figures *at the* end of the line, *refer to the* MS. Paging *of the Volumes arranged for The House of Commons.*

CRIMINAL AND DESTITUTE CHILDREN:

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REPORT

FROM THE

SELECT COMMITTEE

ON

CRIMINAL AND DESTITUTE CHILDREN;

TOGETHER WITH THE

PROCEEDINGS OF THE COMMITTEE,

MINUTES OF EVIDENCE,

AND APPENDIX.

Ordered, by The House of Commons, *to be Printed,*
28 *June* 1853.

Lunæ, 15° *die Novembris*, 1852.

Ordered, That a Select Committee be appointed to inquire into the present Treatment of Criminal and Destitute Children, and what changes are desirable in their present treatment, in order to supply industrial training, and to combine reformation with the correction of juvenile crime.

Mercurii, 17° *die Novembris*, 1852.

Committee nominated of,—

Mr. Baines.	Mr. Robert Palmer.
Marquis of Blandford.	Mr. Adderley.
Viscount Barrington.	Mr. Monckton Milnes.
Sir William Jolliffe.	Mr. Tatton Egerton.
Mr. Sidney Herbert.	Mr. Cornwall Legh.
Mr. Tufnell.	Mr. Headlam.
Mr. Fitzroy.	Mr. Mousell.
Mr. Miles.	

Ordered, That the Committee have power to send for Persons, Papers, and Records.

Ordered, That Five be the Quorum of the Committee.

Veneris, 19° *die Novembris*, 1852.

Ordered, That the Committee do consist of seventeen Members; and that Mr. Cowper and Lord Lovaine be added thereto.

Lunæ, 14° *die Februarii*, 1853.

Ordered, That Sir *John Pakington* be added to the Committee.

Martis, 15° *die Februarii*, 1853.

Ordered, That Mr. Sidney Herbert, Mr. Baines, Mr. Cowper, and Mr. Mousell be added to the Committee.

Jovis, 24° *die Februarii*, 1853.

Ordered, That Viscount Drumlanrig and Mr. John Ball be added to the Committee.

Martis, 28° *die Junii*, 1853.

Ordered, That the Committee have power to Report Opinion and the Minutes of Evidence taken before them to The House.

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REPORT.

THE SELECT COMMITTEE appointed to inquire into "the present Treatment of CRIMINAL and DESTITUTE CHILDREN, and what Changes are desirable in their present Treatment in order to supply Industrial Training, and to combine Reformation with due Correction of Juvenile Crime," and who were empowered to Report the Minutes of Evidence taken before them to The House;——HAVE considered the Matters to them referred, and have come to the following RESOLUTIONS, which they have agreed to Report to The House, together with the MINUTES of EVIDENCE taken before them:

Resolved,

1. THAT it is the opinion of this Committee that a great amount of juvenile destitution, ignorance, vagrancy, and crime, has long existed in this country, for which no adequate remedy has yet been provided.

2. That the existence of similar evils in France, Germany, Switzerland, Belgium, and the United States, has been met by vigorous efforts in those countries; and, in the opinion of this Committee, sound policy requires that this country should promptly adopt measures for the same purpose.

3. That it appears to this Committee to be established by the evidence, that a large proportion of the present aggregate of crime might be prevented, and thousands of miserable human beings, who have before them under our present system nothing but a hopeless career of wickedness and vice, might be converted into virtuous, honest, and industrious citizens, if due care were taken to rescue destitute, neglected, and criminal children from the dangers and temptations incident to their position.

4. That a great proportion of the criminal children of this country, especially those convicted of first offences, appear rather to require systematic education, care, and industrial occupation, than mere punishment.

5. That the common gaols and houses of correction do not generally provide suitable means for the educational or corrective treatment of young children, who ought, when guilty of crime, to be treated in a manner different from the ordinary punishments of adult criminals.

6. That various private reformatory establishments for young criminals have proved successful, but are not sure of permanent support; and are deficient in legal control over the inmates.

7. That Penal Reformatory Establishments ought to be instituted for the detention and correction of criminal children convicted before magistrates or courts of justice of serious offences.

8. That such penal reformatory establishments ought to be founded and supported entirely at the public cost, and to be under the care and inspection of the Government.

9. That Reformatory Schools should be established for the education and correction of children convicted of minor offences.

10. That such reformatory schools should be founded and supported partially by local rates and partially by contributions from the State, and that power should be given for raising the necessary amount of local rates.

11. That power should be given to the Government to contract with the managers of reformatory schools, founded and supported by voluntary contributions, for the care and maintenance of criminal children within such institutions.

12. That the delinquency of children, in consequence of which they may become subjects of penal or reformatory discipline, ought not to relieve parents from their liability to maintain them.

13. That in any legislation upon this subject, it is essential that power should be given, under such restrictions as may be necessary to prevent hardship or injustice, to recover from parents the whole or a portion of the cost of the maintenance of their children while detained in reformatory institutions.

14. That it is also essential that power should be given to detain children placed in such institutions so long as may be necessary for their reformation; provided always that no child be so detained after the age of 16.

15. That the summary jurisdiction, with respect to criminal children given to magistrates by 10 & 11 Vict. c. 82, has had a beneficial tendency, as far as it has been exercised.

16. That, in addition to the discretion which is given by that Statute to any court before which a child is charged with any minor offence to dismiss such child on sureties being found for its future good behaviour, a power should be given in such cases, in default of such sureties, to send the child to a reformatory school.

17. That if during any child's detention in a reformatory school satisfactory sureties should be offered for its future good behaviour, there should be power to release such child from further detention.

18. That, irrespectively of the high moral considerations which are involved in this subject, this Committee desire to express their belief, that whatever may be the cost of such schools and establishments, they would be productive of great pecuniary saving, by the effect which they would have in diminishing the sources from which our criminal population is now constantly recruited, and thereby reducing the great cost of the administration of the criminal law.

19. That the education given in Workhouses, although improved of late, has not been sufficiently directed to industrial training, which the Committee deem to be of especial value, as affording the best means of enabling children to provide for themselves the means of independent support upon leaving the workhouse.

20. That it is essential for the future welfare of children in workhouses that such arrangements should be made as will prevent the possibility of their intermixing with the adult classes, to the moral detriment of the children.

21. That from the expense attending the building of District Schools, under 7 & 8 Vict. c. 101, but few unions have combined for the purpose of establishing such schools; but where such schools have been established, they have effected much good.

22. That it is expedient that greater facilities should be given to the guardians of different unions to combine for the purpose of establishing such district schools, and that the Government should be empowered to assist the unions willing to establish them, by partially contributing to the expense of the building.

23. That the Ragged Schools existing in England and Scotland, and recently introduced into Ireland, especially the ragged industrial feeding schools, at present supported by voluntary subscriptions, or, as in Glasgow, by local rates, have produced beneficial effects on the children of the most destitute classes of society inhabiting large towns.

24. That voluntary contributions have been found inadequate to supply the number of such schools at present required in the metropolis, and other cities and towns; and therefore they should not be excluded from the aid of the National Grant, under the distribution of the Committee of Council for Education; great care being necessary in framing the Minutes applicable to this description of schools, so as not to fetter private exertions, or to exclude men eminently qualified to fill the laborious and difficult position of teachers, by the requirement of too high an educational certificate.

25. That in any legislation which may take place on the subjects referred to this Committee, especial attention should be paid to the industrial part of the education of criminal and destitute children.

28 *June* 1853.

PROCEEDINGS OF THE COMMITTEE.

Jovis, 25° *die Novembris*, 1852.

MEMBERS PRESENT.

Mr. Baines.	Mr. R. Palmer.
Viscount Barrington.	Mr. Miles.
Mr. Tufnell.	Sir W. Jolliffe.
Mr. Adderley.	

Mr. BAINES was called to the Chair.

The Committee deliberated as to their course of proceeding.

[Adjourned to Tuesday, 15th February.

Martis, 15° *die Februarii*, 1853.

MEMBERS PRESENT.

Mr. Adderley.	Mr. Tufnell.
Mr. Miles.	Lord Barrington.
Mr. Robert Palmer.	Mr. Fitzroy.
Sir John Parkington.	Lord Lovaine.
Sir W. Jolliffe.	Mr. M. Milnes.
Mr. Legh.	Mr. Headlam.

Mr. ADDERLEY was called to the Chair.

The Rev. *W. C. Osborne* examined.

[Adjourned to Friday, at Twelve.

Veneris, 18° *die Februarii*, 1853.

MEMBERS PRESENT.

Mr. Baines.	Mr. Cornwall Legh.
Mr. Adderley.	Mr. Sidney Herbert.
Mr. Fitzroy.	Sir William Jolliffe.
Mr. Tufnell.	Lord Barrington.
Mr. Robert Palmer.	Sir J. Pakington.
Mr. M. Milnes.	Lord Lovaine.

Mr. BAINES was called to the Chair.

Mr. *David Power*, the Rev. *Thomas Guthrie*, D. D., and Mr. *John Adams*, examined.

[Adjourned to Tuesday next, at Twelve o'clock.

Martis, 22° *die Februarii*, 1853.

MEMBERS PRESENT.

Mr. BAINES in the Chair.

Mr. Adderley.	Mr. M. Milnes.
Mr. Robert Palmer.	Mr. Fitzroy.
Lord Lovaine.	Mr. Headlam.
Sir W. H. Jolliffe.	Mr. Tufnell.
Mr. William Miles.	

Captain *Donatus O'Brien* examined.

[Adjourned to Friday next, at Twelve o'clock.

Veneris, 25° *die Februarii*, 1853.

MEMBERS PRESENT.

Mr. BAINES in the Chair.

Mr. Miles.	Lord Drumlanrig.
Sir J. Pakington.	Mr. Robert Palmer.
Mr. Adderley.	Mr. J. Ball.
Mr. M. Milnes.	Mr. Headlam.
Lord Lovaine.	Sir William Jolliffe.
Mr. Fitzroy.	

Captain *D. O'Brien* further examined.

[Adjourned to Tuesday, Twelve o'clock.

Martis, 1° *die Martii*, 1853.

MEMBERS PRESENT.

Mr. BAINES in the Chair.

Lord Drumlanrig.	Mr. Tufnell.
Lord Lovaine.	Mr. Miles.
Sir William Jolliffe.	Mr. Robert Palmer.
Mr. Adderley.	Sir J. Pakington.
Mr. M. Milnes.	Mr. J. Ball.
Mr. Fitzroy.	

Captain *D. O'Brien*, Rev. *Thomas Carter*, and Captain *William John Williams*, examined.

[Adjourned to Thursday, at Twelve o'clock.

Jovis, 3° *die Martii*, 1853.

MEMBERS PRESENT.

Mr. BAINES in the Chair.

Lord Drumlanrig.	Lord Barrington.
Mr. J. Ball.	Sir J. Pakington.
Mr. William Miles.	Mr. Headlam.
Mr. M. Milnes.	Mr. Sidney Herbert.
Mr. Adderley.	

The Rev. *George Hans Hamilton* examined.

[Adjourned to Tuesday next, at Twelve o'clock.

Martis, 8° *die Martii*, 1853.

MEMBERS PRESENT.

Mr. BAINES in the Chair.

Mr. Tufnell.	Mr. Miles.
Lord Barrington.	Lord Drumlanrig.
Sir William Jolliffe.	Sir J. Pakington.
Marquis of Blandford.	Mr. J. Balll.
Mr. Adderley.	Mr. Sidney Herbert.

Mr. *Charles Nash*, and Rev. *George B. de Renzi*, examined.

[Adjourned till Friday next, at Twelve o'clock.

Veneris, 11° *die Martii*, 1853.

MEMBERS PRESENT.

Mr. BAINES, in the Chair.

Mr. R. Palmer.	Mr. Fitzroy.
Mr. Miles.	Mr. Headlam.
Mr. Tatton Egerton.	Mr. Cowper.
Mr. Adderley.	Lord Lovaine.
Mr. Tufnell.	M. M. Milnes.
Sir John Pakington.	Mr. Ball.

Rev. *G. B. de Renzi*, Captain *Williams*, and Rev. *John Field*, examined.

[Adjourned till Tuesday, at Twelve o'clock.

Martis, 15° *die Martii*, 1853.

MEMBERS PRESENT.

Mr. BAINES in the Chair.

Mr. Miles.	Mr. Adderley.
Mr. M. Milnes.	Lord Drumlanrig.
Mr. Tufnell.	Sir John Pakington.
Mr. T. Egerton.	Mr. Ball.

Mr. *E. C. Tufnell*, Mr. *R. M. Milnes*, a Member of the Committee, Mr. *Francis Sandford*, and Captain *J. R. Groves*, examined.

[Adjourned to Friday, at Twelve.

Veneris, 18° *die Martii*, 1853.

MEMBERS PRESENT.

Mr. BAINES in the Chair.

Mr. Miles.	Sir J. Pakington.
Mr. M. Milnes.	Mr. Tufnell.
Mr. T. Egerton.	Mr. S. Herbert.
Mr. Adderley.	Mr. Fitzroy.
Mr. R. Palmer.	Viscount Barrington.
Lord Drumlanrig.	Mr. J. Ball.

Rev. *Sydney Turner*, Lieutenant-colonel *Jebb*, and Captain *W. J. Williams*, examined.

[Adjourned to Friday, 8th April, at Twelve.

Veneris, 8° *die Aprilis*, 1853.

MEMBERS PRESENT.

Mr. BAINES in the Chair.

Mr. Miles.	Lord Barrington.
Sir William Jolliffe.	Mr. R. Palmer.
Mr. Cornwall Legh.	Mr. M. Milnes.
Mr. Adderley.	Sir John Pakington.
Mr. T. Egerton.	Mr. Fitzroy.
Lord Lovaine.	Mr. Ball.

Mr. *William Wolryche Whitmore*, and Mr. *Frederick Hill*, examined.

[Adjourned till Tuesday next, at Twelve.

Martis, 12° *die Aprilis*, 1853.

MEMBERS PRESENT.

Mr. BAINES in the Chair.

Lord Lovaine.	Mr. Cornwall Legh.
Mr. Robert Palmer.	

A quorum of Members not being present within one hour, the Chairman adjourned the Committee until Friday next, at Twelve o'clock.

Veneris, 15° *die Aprilis*, 1853.

MEMBERS PRESENT.

Mr. BAINES in the Chair.

Mr. Miles.	Mr. Robert Palmer.
Lord Lovaine.	Viscount Barrington.
Mr. T. Egerton.	Mr. Ball.
Mr. Fitzroy.	Sir W. Jolliffe.
Mr. Adderley.	Mr. Cornwall Legh.
Mr. Monckton Milnes.	Lord Drumlanrig.
Sir John Pakington.	

Mr. *R. M. Milnes*, a Member of the Committee, His Excellency *Joseph R. Ingersoll*, Rev. *Sidney Turner*, Rev. *Frederick Temple*, and *John Edward Johnson*, examined.

[Adjourned to Tuesday, at Twelve.

Martis, 19° *die Aprilis*, 1853.

MEMBERS PRESENT.

Mr. BAINES in the Chair.

Mr. T. Egerton.	Mr. R. Palmer.
Lord Drumlanrig.	Lord Lovaine.
Mr. Adderley.	Mr. T. Egerton
Lord Barrington.	Mr. Ball.
Mr. M. Milnes.	Mr. Fitzroy.
Mr. Tufnell.	

Captain *W. Hay*, C. B., Mr. *Richard Reason*, and Mr. *Charles Bowyer Adderley*, a Member of the Committee, examined.

[Adjourned to Friday, at Twelve.

Veneris, 22° *die Aprilis*, 1853.

MEMBERS PRESENT.

Mr. BAINES in the Chair.

Mr. T. Egerton.	Sir John Pakington.
Mr. Cornwall Legh.	Mr. Fitzroy.
Lord Drumlanrig.	Mr. Palmer.
Mr. Miles.	Sir William Jolliffe.
Mr. Ball.	Mr. Milnes.
Mr. Adderley.	Mr. Cowper.
Lord Lovaine.	

Miss *Neave*, Miss *Fry*, and Mr. *Walter Berwick*, examined.

[Adjourned till Tuesday, at Twelve.

Martis, 26° *die Aprilis*, 1853.

MEMBERS PRESENT.

Mr. BAINES in the Chair.

Mr. Adderley.	Sir John Pakington.
Mr. Cornwall Legh.	Mr. Palmer.
Mr. Miles.	Lord Barrington.
Lord Lovaine.	Mr. Sidney Herbert.
Mr. Monckton Milnes.	Mr. Tatton Egerton.
Mr. Ball.	Mr. Fitzroy.
Lord Drumlanrig.	

Mr. *Walter Berwick*, Mr. *James Corry Connellan*, Mr. *James Playfair*, and Mr. *John Downie Bryne*, examined.

[Adjourned till Friday, at Twelve.

Veneris, 29° *die Aprilis*, 1853.

MEMBERS PRESENT.

Mr. BAINES in the Chair.

Mr. Palmer.	Mr. Ball.
Mr. Miles.	Lord Lovaine.
Mr. Cornwall Legh.	Lord Barrington.
Mr. Adderley.	Mr. Cowper.
Mr. Fitzroy.	Mr. Monkton Milnes.

Mr. *J. C. Connellan* and Mr. *Ed. Senior* examined.

Committee deliberated.

[Adjourned till Tuesday, at Twelve.

Martis, 3° *die Maii*, 1853.

MEMBERS PRESENT.

Mr. BAINES in the Chair.

Mr. R. Palmer.	Mr. Sidney Herbert.
Lord Barrington.	Lord Lovaine.
Mr. Miles.	Mr. Cowper.
Mr. C. Legh.	Mr. J. Ball.
Mr. M. Milnes.	Lord Drumlanrig.
Sir John Pakington.	Sir William Jolliffe.
Mr. Adderley.	Mr. Ball.
Mr. Fitzroy.	

Committee deliberated on the course of proceeding.

[Adjourned to Friday, at Twelve.

Veneris 6° *die Maii*, 1853.

MEMBERS PRESENT.

Mr. BAINES in the Chair.

Lord Barrington.	Mr. Adderley.
Sir John Pakington.	Lord Drumlanrig.
Mr. Miles.	Mr. Tufnell.
Mr. C. Legh.	Mr. W. Cowper.
Mr. Robert Palmer.	Lord Lovaine.
Mr. Sidney Herbert.	Mr. Ball.
Mr. Fitzroy.	

Motion made, and question proposed, "That a great amount of juvenile destitution, ignorance, vagrancy, and crime, has long existed in this country, without any attempt on the part of the State to provide an adequate remedy." (Sir *J. Pakington.*)

Amendment proposed, to leave out the words from the word "country," to the end of the question, in order to add the words, "for which no adequate remedy has yet been provided" (Mr. *S. Herbert*), instead thereof.

Question, "That the words proposed to be left out stand part of the question," put, and negatived.

Words added.

Main question, as amended, "That it is the opinion of this Committee that a great amount of juvenile destitution, ignorance, vagrancy, and crime, has long existed in this country, for which no adequatere remedy has yet been provided," put, and agreed to.

Motion made, and question put, "That the second proposed resolution be postponed." (Mr. *Sidney Herbert.*) Committee divided:

Ayes, 5.	Noes, 6.
Mr. Cornwall Legh.	Lord Barrington.
Mr. Sidney Herbert.	Sir J. Pakington.
Mr. Fitzoy.	Mr. Miles.
Mr. Adderley.	Mr. R. Palmer.
Lord Lovaine.	Mr. Tufnell.
	Mr. Cowper.

Motion made, and question proposed, "That the existence of similar evils in France, Germany, Switzerland, Belgium, and the United States, has been met by vigorous and successful efforts in those countries; and, in the opinion of this Committee, is required alike by Christian duty and by sound national policy, that this country should promptly follow the examples which are thus before them." (Sir *J. Pakington.*) Amendment proposed, to leave out the words, "and successful." (Mr. *Miles.*) Question, "That the words proposed to be left out stand part." Put, and negatived.

Amendment proposed, to leave out all the words after the word "Committee," in order to insert the words, "sound policy requires that this country should promptly adopt measures for this purpose" (Mr. *Tufnell*), instead thereof. Question put, "That the words proposed to be left out stand part." Committee divided:

Ayes, 4.	Noes, 8.
Sir J. Pakington.	Lord Barrington.
Mr. R. Palmer.	Mr. Miles.
Mr. Adderley.	Mr. C. Legh.
Mr. Cowper.	Mr. Sidney Herbert.
	Mr. Fitzroy.
	Mr. Tufnell.
	Lord Lovaine.
	Mr. Ball.

Words added.

Main question, as amended, "That the existence of similar evils in France, Germany, Switzerland, Belgium, and the United States, has been met by vigorous efforts in those countries; and, in the opinion of this Committee, sound policy requires that this country should promptly adopt measures for the same purpose," put. Committee divided:

Ayes, 7.	Noes, 5.
Sir J. Pakington.	Lord Barrington.
Mr. Miles.	Mr. Fitzroy.
Mr. C. Legh.	Mr. Adderley.
Mr. R. Palmer.	Mr. Cowper.
Mr. S. Herbert.	Lord Lovaine.
Mr. Tufnell.	
Mr. Ball.	

Motion made, and question put, "That in some cities and towns of Scotland, especially in Edinburgh, Glasgow, and Aberdeen, and in some parts of England, the great moral evils of an accumulating amount of juvenile vagrancy and crime have led to the formation of local institutions founded and supported with an energy and benevolence worthy of imitation, and with a degree of success which is most encouraging." (Sir *J. Pakington.*) Committee divided:

Ayes,

Ayes, 3.	Noes, 9.
Sir. John Pakington.	Lord Barrington.
Mr. R. Palmer.	Mr. Miles.
Mr. Tufnell.	Mr. S. Herbert.
	Mr. Fitzroy.
	Mr. Adderley.
	Mr. Cowper.
	Lord Lovaine.
	Mr. T. Egerton.
	Mr. J. Ball.

Motion made, and question proposed, "That it appears to this Committee to be established by the evidence, that a large proportion of the present aggregate of crime might be prevented, and thousands of miserable human beings, who have before them, under our present system, nothing but a hopeless career of wickedeess and vice, might be converted into virtuous, honest, and industrious citizens, if due care were taken by the State to rescue destitute, neglected, and criminal children from the dangers and temptations incident to their position." (Sir *J. Pakington.*) Amendment proposed, to leave out from the first word, "That," to the word "prevented," for the purpose of inserting the words, "a great proportion of the criminal children of this country, especially those convicted of first offences, appear rather to require a systematic education, care, and industrial occupation, than mere punishment, and that their punishment, when necessary, should differ from the ordinary punishments of adult criminals," instead thereof, (Mr. *Fitzroy.*) Question, "That the words proposed to be left out stand part of the question." Put, and agreed to.

Amendment proposed, to leave out the words from the word "prevented" to the word "if." (Mr. *Fitzroy.*) Question put, "That the words proposed to be left out stand part of the question." Committee divided:

Ayes, 9.	Noes, 4.
Lord Barrington,	Mr. Miles.
Sir J. Pakington.	Mr. S. Herbert.
Mr. R. Palmer.	Mr. Fitzroy.
Mr. Adderley.	Lord Lovaine.
Mr. Tufnell.	
Mr. Cowper.	
Mr. Ball.	
Mr. T. Egerton.	
Mr. M. Milnes.	

Amendment proposed to leave out the words, "by the State." (Mr. *Adderley.*) Question put, "That the words proposed to be left out, stand part of the question." Committee divided:

Ayes, 3.	Noes, 8.
Lord Barrington.	Mr. Miles.
Sir J. Pakington.	Mr. Sydney Herbert.
Mr. T. Egerton.	Mr. Fitzroy.
	Mr. Adderley.
	Mr. Tufnell.
	Mr. Cowper.
	Lord Lovaine.
	Mr. Ball.

Words, "by the State," struck out.

Main question as amended, "That it appears to this Committee to be established by the evidence, that a large proportion of the present aggregate of crime might be prevented, and thousands of miserable human beings, who have before them under our present system nothing but a hopeless career of wickedness and vice, might be converted into virtuous, honest, and industrious citizens, if due care were taken to rescue destitute, neglected, and criminal children from the dangers and temptations incident to their position," put and agreed to.

Motion made, and question proposed, "That a great proportion of the criminal children of this country, especially those convicted of first offences, appear rather to require systematic education, care, and industrial occupation, than mere punishment; and that their punishment, when necesssary, should differ from the ordinary punishments of adult criminals." (Mr. *Adderley.*) Amendment proposed, to leave out the words, "especially those convicted of first offences." (Mr. *M. Milnes.*)

Question, "That the words proposed to be left out, stand part of the question." Put and agreed to.

Amendment proposed to leave out from the word "punishment," to the end of the question. (Mr. *Miles.*) Question put, "That the words proposed to be left out, stand part of the question." Committee divided:

Ayes 6.	Noes, 7.
Mr. Sydney Herbert.	Lord Barrington.
Mr. Fitzroy.	Sir J. Pakington.
Mr. Adderley.	Mr. Miles
Mr. Tufnell.	Mr. R. Palmer.
Mr. Cowper.	Lord Lovaine.
Mr. M. Milnes.	Mr. Ball.
	Mr. T. Egerton.

Maiu question, as amended, " That a great proportion of the criminal children of this country, especially those convicted of first offences, appear rather to require systematic education, care, and industrial occupation, than mere punishment." Put, and agreed to.

Motion made, and question proposed, " That the common gaols and houses of correction do not provide suitable means for the educational or corrective treatment of young children." (Mr. *Adderley.*) Amendment proposed, to leave out from the word " That," to the end of the question, in order to insert the words " children of tender years who are led into offences against the laws, ought on no account to be treated in the same manner as adult criminals, and ought not to be punished by imprisonment in ordinary gaols" (Sir *John Pakington*), instead thereof. Question put, " That the words proposed to be left out, stand part of the question." Committee divided :

Ayres, 10.	Noes, 3.
Lord Barrington.	Sir J. Pakington.
Mr. Miles.	Mr. Tufnell.
Mr. R. Palmer.	Mr. M. Milnes.
Mr. S. Herbert.	
Mr. Fitzroy.	
Mr. Adderley.	
Mr. Cowper.	
Lord Lovaine.	
Mr. Ball.	
Mr. T. Egerton.	

[Adjourned to Tuesday, at Twelve.

Martis, 11° *die Maii,* 1853.

MEMBERS PRESENT.

Mr. BAINES in the Chair.

Mr. Adderley.	Mr. Robert Palmer.
Mr. Monckton Milnes.	Lord Drumlanrig.
Mr. Cornwall Legh.	Mr. Headlam.
Mr. Miles.	Mr. Cowper.
Lord Lovaine.	Lord Barrington.
Mr. John Ball.	Mr. Fitzroy.

Question again proposed, " That the common gaols and houses of correction do not provide suitable means for the edcational or corrective treatment of young children." Amendment proposed, after the word " not," to insert the word " generally." (Mr. *Miles.*) Question put, " That the word ' generally ' be there inserted." Committee divided :

Ayes, 4.	Noes, 4.
Mr. C. Legh.	Mr. Adderley.
Mr. Miles.	Mr. M. Milnes.
Lord Drumlanrig.	Sir J. Pakington.
Mr. Fitzroy.	Mr. Ball.

Whereupon the Chairman declared himself with the Ayes.

Amendment proposed after the word " children," to add the words, " who ought when guilty of crime to be treated in a manner different from the ordinary punishment of adult criminals." (Sir *J. Pakington.*) Question, " That those words be there added, put and agreed to.

Main question as amended, " That the common gaols and houses of correction do not generally provide suitable means for the educational or corrective treatment of young children, who ought, when guilty of crime, to be treated in a manner different from the ordinary punishments of adult criminals." Put and agreed to.

Motion made and question proposed, " That various private reformatory establishments for young criminals have proved successful, but are not sure of permanent support ; and have led to an uncertainty and want of uniformity in the admiuistration of the law with reference

reference to children, which may become a serious evil if allowed to continue." (Mr. *Adderley*.) Amendment proposed after the word "have" to insert the words "Produced satisfactory results, but have not been hitherto established on so large a scale as to afford a sufficient test of their utility, if so extensively adopted, so as to embrace the whole of our juvenile criminal population." (Mr. *Fitzroy*.) Question put, "That those words be there inserted." Committee divided:

Ayes, 2.	Noes, 10.
Lord Lovaine.	Mr. Adderley.
Mr. Fitzroy.	Mr. M. Milnes.
	Mr. C. Legh.
	Mr. Miles.
	Lord Drumlanrig.
	Sir J. Pakington.
	Mr. R. Palmer.
	Mr. Headlam.
	Mr. Cowper.
	Lord Barrington.

Amendment proposed, after the word "support," to insert the words "and are deficient in legal control over the inmates." (Mr. *Headlam*.) Question, "That those words be there inserted." Put and agreed to.

Amendment proposed, to leave out from the word "inmates" to the end of the question. (Mr. *Headlam*.) Question put, "That the words proposed to be left out stand part of the question." Committee divided:

Ayes, 5.	Noes, 6.
Mr. Adderley.	Mr. C. Legh.
Mr. M. Milnes.	Mr. Miles.
Sir J. Pakington.	Lord Lovaine.
Mr. R. Palmer.	Lord Drumlanrig.
Lord Barrington.	Mr. Fitzroy.
	Mr. Headlam.

Main question, as amended, "That various private reformatory establishments for young criminals have proved successful, but are not sure of permanent support; and are deficient in legal control over the inmates." Put and agreed t

Motion made and question proposed, "That penal reformatory schools ought to be established for the reception of children convicted before magistrates or courts of justice." (Sir *John Pakington*.) Amendment proposed, to leave out the word "school," in order to insert the word "establishments" (Mr. *M. Milnes*), instead thereof. Question put, That the word "school" stand part of the question. Committee divided:

Ayes, 2.	Noes, 9.
Mr. Milnes.	Mr. Adderley.
Mr. Miles.	Mr. C. Legh.
	Lord Lovaine.
	Lord Drumlanrig.
	Sir J. Pakington.
	Mr. Fitzroy.
	Mr. R. Palmer.
	Mr. Headlam.
	Lord Barrington.

Question, That the word "establishments" be there inserted, put and agreed to.

Amendment proposed after the word "establishments," to insert the words "of the nature of those instited under the provisions of the 1st & 2d Vict. c. 82." (Mr. *Fitzroy*.) Question put, "That those words be there inserted." Committee divided:

Ayes, 4.	Noes, 7.
Mr. Adderley.	Mr. Milnes.
Lord Lovaine.	Mr. C. Legh.
Mr. Fitzroy.	Mr. Miles.
Mr. Headlam.	Lord Drumlanrig.
	Sir J. Pakington.
	Mr. R. Palmer.
	Lord Barrington.

Amendment proposed, to leave out the word "reception," in order to insert the words "detention and correction." (Mr. *Adderley*.) Question, That the word "reception," stand part of the question. Committee divided:

Ayes, 3.	Noes, 8.
Mr. Miles.	Mr. Adderley.
Lord Drumlanrig.	Mr. Milnes.
Sir J. Pakington.	Mr. C. Legh.
	Lord Lovaine.
	Mr. Fitzroy.
	Mr. R. Palmer.
	Mr. Headlam.
	Lord Barrington.

Question, That the words "detention and correction," be there inserted, put and agreed to.

Amendment proposed, to insert the word "criminal" before the word "children." (Mr. *Fitzroy.*) Question put, That the word "criminal" be there inserted. Committee divided:

Ayes, 6.	Noes, 5.
Mr. M. Milnes.	Mr. Adderley.
Mr. Miles.	Mr. Legh.
Lord Drumlanrig.	Lord Lovaine.
Sir J. Pakington.	Mr. R. Palmer.
Mr. Fitzroy.	Lord Barrington.
Mr. Headlam.	

The word "criminal" inserted.

Amendment proposed, to leave out the words "magistrates or." (Mr. *Miles.*) Question put, "That the words proposed to be left out stand part of the question." Committee divided:

Ayes, 6.	Noes, 4.
Mr. Adderley.	Mr. Milnes.
Mr. Legh.	Mr. Miles.
Lord Drumlanrig.	Lord Lovaine.
Sir J. Pakington.	Mr. Headlam.
Mr. Fitzroy.	
Mr. R. Palmer.	

Amendment proposed, to add the words "of serious offences" (Mr. *M. Milnes*) at the end of the question. Question, "That those words be there added." Put and agreed to. Main question, as amended, again proposed.

Whereupon motion made and question put, "That this question be adjourned until after the Committee have decided whether reformatory establishments shall be founded for children convicted for other than serious crimes." (Mr. *Headlam.*) Committee divided:

Ayes, 5.	Noes, 5.
Lord Lovaine.	Mr. Adderley.
Mr. Fitzroy.	Mr. Miles.
Mr. Headlam.	Lord Drumlanrig.
Mr. Cowper.	Sir J. Pakington.
Mr. Ball.	Mr. Robert Palmer.

Whereupon the Chairman declared himself with the noes.

Main question, as amended, "That penal reformatory establishments ought to be instituted for the detention and correction of criminal children convicted before magistrates or courts of justice of serious offences." Put and agreed to.

[Adjourned to Friday the 27th, at Twelve o'clock.

Veneris 27° *die Maii*, 1853.

MEMBERS PRESENT.

Mr. BAINES in the Chair.

Mr. M. Milnes.	Mr. Cornewall Legh.
Mr. Miles.	Mr. Headlam.
Sir J. Pakington.	Lord Barrington.
Mr. Adderley.	Mr. J. Ball.
Mr. Fitzroy.	Lord Lovaine.
Mr. Robert Palmer.	Mr. Cowper.

Motion made, and question put, "That for the class of convict children now sentenced to transportation, Parkhurst should be maintained as at present constituted." (Mr *Miles.*) Committee divided:

Ayes,

Ayes 3.	Noes, 5.
Mr. Miles.	Mr. Milnes.
Mr. Fitzroy.	Sir J. Pakington.
Lord Lovaine.	Mr. Adderley.
	Mr. R. Palmer.
	Mr. C. Legh.

Motion made, and question, "That such penal reformatory establishments ought to be founded and supported entirely at the public cost, and to be under the care and inspection of the Government." (Sir *J. Pakington.*) Put and agreed to.

Motion made, and question proposed: "That reformatory schools should be established throughout the kingdom for the education and correction of children convicted of minor offences." (Mr. *Adderley.*) Motion, by leave, withdrawn.

Motion made, and question proposed, "That reformatory schools should be established for the education and correction of children convicted of minor offences." (Mr. *Fitzroy.*) Amendment proposed, after the word "That," to insert the words, "following the precedents which have been so honourably and successfully established in Scotland, Parliament ought to promote and assist the formation of reformatory and industrial feeding schools in all our populous towns; which should be devoted to the care of those children who, being destitute, vagrant, or charged with trifling offences, are referred to by Miss Carpenter in her able and excellent works upon this subject, as the 'perishing and dangerous classes.'" (Sir *J. Pakington.*) Question put, "That those words be there inserted." Committee divided:

Aye, 1.	Noes, 8.
Sir J. Pakington.	Mr. Milnes.
	Mr. Miles.
	Mr. Adderley.
	Mr. Fitzroy.
	Mr. R. Palmer.
	Mr. C. Legh.
	Mr. Headlam.
	Lord Barrington.

Main question, "That reformatory schools should be established for the education and correction of children convicted of minor offences." Put, and agreed to.

Motion made, and question proposed, "That such schools ought to be founded and supported by local funds, aided by State assistance, in given proportion to the amount locally contributed; and in the opinion of this Committee, power ought to be given to raise such local funds as far as necessary by a limited rate, as is now the case under a local Act at Glasgow." (Sir *J. Pakington.*) Amendment proposed, to leave out the word "funds," in order to insert the word "rates." (Mr. *Miles,*) instead thereof. Question, that the word "funds" stand part of the question, put and agreed to. Main question put. Committee divided:

Ayes, 4.	Noes, 6.
Sir J. Pakington.	Mr. Milnes.
Mr. R. Palmer.	Mr. Miles.
Mr. C. Legh.	Mr. Adderley.
Lord Barrington.	Mr. Fitzroy.
	Mr. Headlam.
	Mr. Ball.

Motion made, and question, "That such reformatory establishments should be founded and supported partially by local rates, and partially by contributions from the State, and that powers should be given for raising the necessary amount of local rates" (Mr. *Headlam*), put, and agreed to.

Motion made, and question "That power should be given to the Government to contract with the managers of reformatory schools, founded and supported by voluntary contributions, for the care and maintenance of criminal children within such institutions" (Mr. *Miles*), put, and agreed to.

Motion made, and question proposed, "That such schools are especially necessary in populous towns, and following the precedents which have been so successfully established in Scotland, ought to take charge, not only of convicted children, but of that mendicant and vagrant class who, destitute of local settlement and proper care, have been referred to by Miss Carpenter, in her excellent works upon this subject, 'as the perishing and dangerous classes.'" (Sir *J. Pakington.*) Question put. Committee divided.

Aye, 1.	Noes, 8.
Sir J. Pakington.	Mr. Miles.
	Mr. Adderley.
	Mr. Fitzroy.
	Mr. R. Palmer.
	Mr. C. Legh.
	Mr. Headlam.
	Lord Barrington.
	Mr. Ball.

Motion made, and question "That in districts, where the number of criminal children is not sufficient to render necessary the foundation of separate establishments for children convicted of serious offences, and for children convicted of minor offences, reformatory establishments should be made, adapted to contain both classes of children; and that such establishments for the criminal children of all descriptions should be founded and supported partially by local rates, and partially by contributions from the State" (Mr. *Headlam*), put, and negatived.

[Adjourned to Tuesday, at Twelve o'clock.

Martis, 31° die Maii, 1853.

MEMBERS PRESENT.

Mr. BAINES in the Chair.

Mr. Headlam.	Sir William Jolliffe.
Mr. Adderley.	Sir John Pakington.
Lord Lovaine.	Mr. William Cowper.
Mr. R. Palmer.	Mr. Fitzroy.
Mr. Cornwall Legh.	Mr. William Miles.

Motion made, and question "That the delinquency of children, in consequence of which they may become subjects of penal or reformatory discipline, ought not to relieve parents from their liability to maintain them" (Sir *John Pakington*), put, and agreed to.

Motion made, and question "That in any legislation upon this subject it is essential that power should be given, under such restrictions as may be necessary, to prevent hardship or injustice, to recover from parents the whole or a portion of the cost of the maintenance of their children while detained in such institutions" (Sir *John Pakington*), put, and agreed to.

Motion made, and question proposed, "That it is also essential that power should be given to detain children placed in such institutions so long as may be necessary for their reformation." (Sir *J. Pakington*). Amendment proposed, to add, at the end of the question, the words, "Provided always, that no child be so detained after the age of 16." (Mr. *Fitzroy*). Question put, "That those words be there added." Committee divided:

Ayes, 5.	Noes, 2.
Mr. R. Palmer.	Mr. William Cowper.
Mr. Fitzroy.	Sir J. Pakington.
Mr. Adderley.	
Mr. Cornwall Legh.	
Lord Lovaine.	

Main question, as amended, "That it is also essential that power should be given to detain children placed in such institutions so long as may be necessary for their reformation; provided always, that no child be so detained after the age of 16," put, and agreed to.

Motion made, and question, "That the summary jurisdiction with respect to criminal children given to magistrates by the 10 & 11 Vict. c. 82, has had a beneficial tendency as far as it has been exercised (Mr. *Adderley*)," put, and agreed to.

Motion made, and question proposed, "That, in addition to the discretion which is given by that statute to any court before which a child is charged with any minor offence to dismiss such child, on sureties being found for its future good behaviour, a power should be given, in such cases, in default of such sureties, to send the child to a reformatory school." (Mr. *Adderley*). Amendment proposed, after the first word "That," to insert the words, "when a child is charged with a minor offence, and the court is satisfied that the offence has been committed, but that it is not expedient to inflict punishment on account of the neglected condition, or deficient instruction or understanding of the child so charged, the court may dismiss such child, on sureties being found for its good behaviour; and

and in default of such sureties, may send such child to a reformatory school." (Mr. *Headlam.*) Question put, "That those words be there inserted." Committee divided:

Ayes, 3.	Noes, 5.
Mr. Fitzroy.	Mr. Adderley.
Mr. R. Palmer.	Mr. Cornwall Legh.
Mr. Headlam.	Mr. William Cowper.
	Sir J. Pakington.
	Lord Lovaine.

Main question put. Committee divided:

Ayes, 4.	Noes, 4.
Mr. Adderley.	Mr. Fitzroy.
Mr. William Cowper.	Mr. R. Palmer.
Lord Lovaine.	Mr. Cornwall Legh.
Sir J. Pakington.	Mr. Headlam.

Whereupon the Chairman declared himself with the Ayes.

Motion made (Mr. *Adderley*), and question, "That if, during any child's detention in any reformatory school satisfactory sureties should be offered for its future good behaviour, there should be power to release such child from further detention," put, and agreed to.

Motion made, and question put, "That, irrespectively of the high moral considerations which are involved in this subject, this Committee desire to express their belief that whatever may be the cost of such schools and establishments, they would be productive of great pecuniary saving, by the effect which they would have in diminishing the sources from which our criminal population is now constantly recruited, and thereby reducing the great cost of the administration of the criminal law." (Sir *J. Pakington*). Committee divided:

Ayes, 6.	No, 1.
Mr. R. Palmer.	Mr. Fitzroy.
Mr. Adderley.	
Mr. Cornwall Legh.	
Mr. William Cowper.	
Lord Lovaine.	
Sir John Pakington.	

Resolved, "That, irrespectively of the high moral considerations which are involved in this subject, this Committee desire to express their belief, that whatever may be the cost of such schools and establishments, they would be productive of great pecuniary saving, by the effect which they would have in diminishing the sources from which our criminal population is now constantly recruited, and thereby reducing the great cost of the administration of the criminal law."

[Adjourned till Tuesday, 14th June, at Twelve o'clock.

Veneris, 17° *die Junii*, 1853.

MEMBERS PRESENT.

Mr. BAINES in the CHAIR.

Mr. Robert Palmer.	Mr. William Cowper.
Mr. Miles.	Lord Barrington.
Mr. Adderley.	Mr. Fitzroy.
Mr. Tatton Egerton.	Mr. Cornwall Legh.
Sir John Pakington.	Lord Lovaine.
Lord Drumlanrig.	

Motion made and question, "That the education given in workhouses, although improved of late, has not been sufficiently directed to industrial training, which the Committee deem to be of special value, as affording the best means of enabling children to provide for themselves the means of independent support upon leaving the workhouse." (Mr. *Miles.*) Put, and agreed to.

Motion made and question proposed, "That from the difficulty of arranging the wards of workhouses, it is almost impossible to prevent the children intermixing with the adult classes to their moral detriment." (Mr. *Miles.*) Amendment proposed, after the word "That,"

"That," to insert the words, "It is desirable that such arrangements should be made with respect to all workhouses, as would prevent the children intermixing with the adult classes to their moral detriment" (Mr. *Fitzroy*), instead thereof. Question put, "That those words be there inserted." Committee divided:

Ayes, 5.	Noes, 6.
Mr. T. Egerton.	Mr. Robert Palmer.
Sir J. Pakington.	Mr. Miles.
Lord Drumlanrig.	Mr. Adderley.
Mr. Fitzroy.	Lord Lovaine.
Mr. C. Legh.	Lord Barrington.
	Mr. W. Cowper.

Amendment proposed, after the word "That," to insert, "it is extremely difficult to prevent the children in workhouses intermixing with the adult classes, to their moral detriment." (Lord *Lovaine.*) Question put, "That those words be there inserted." Committee divided:

Ayes, 4.	Noes, 7.
Mr. Robert Palmer.	Mr. Miles.
Mr. Adderley.	Mr. T. Egerton.
Lord Lovaine.	Sir J. Pakington.
Lord Barrington.	Lord Drumlanrig.
	Mr. Fitzroy.
	Mr. C. Legh.
	Mr. Cowper.

Amendment proposed, to leave out from the word "That," to the end of the question, in order to add the words, "it is essential for the future welfare of children in workhouses that such arrangements should be made as will prevent the possibility of their intermixing with the adult classes, to the moral detriment of the children" (Mr. *Cornwall Legh*), instead thereof. Question put, "That the words proposed to be left out stand part of the question." Committee divided;

Ayes, 5.	Noes, 6.
Mr. R. Palmer.	Mr. T. Egerton.
Mr. Miles.	Sir J. Pakington.
Mr. Adderley.	Lord Drumlanrig.
Lord Lovaine.	Mr. Fitzroy.
Mr. John Ball.	Mr. C. Legh.
	Lord Barrington.

Words added.

Main question as amended, "That it is essential for the future welfare of children in workhouses, that such arrangements should be made as to prevent the possibility of their intermixing with the adult classes, to the moral detriment of the children." Put and agreed to.

Motion made and question proposed, "That from the expense attending the building of district schools under 7 & 8 Vict. c. 101, but few unions have combined for the purposes of establishing district schools; but where such schools have been established, they have effected much good." (Mr. *Miles.*) Question put. Committee divided:

Ayes, 6.	Noes, 3.
Mr. Miles.	Sir J. Pakington.
Mr. Adderley.	Lord Drumlanrig.
Mr. T. Egerton.	Mr. Fitzroy.
Lord Lovaine.	
Lord Barrington.	
Mr. Ball.	

Motion made and question proposed, "That towards the general carrying out of the system of district schools throughout the country, it is expedient that the expenses of building these district schools should be partially or wholly defrayed by Government." (Mr. *Miles.*) Amendment proposed, to leave out all the words from the word "That," in order to insert the following words: "it is expedient that greater facilities should be given to the guardians of different unions to combine for the purpose of establishing such district schools, and that the Government should be empowered to assist the unions willing to establish them, by partially contributing to the expense of the building" (Mr. *Tatton Egerton*), instead thereof. Question put, "That the words proposed to be left out stand part of the question." Committee divided:

Ayes, 3.	Noes, 5.
Sir J. Pakington.	Mr. Miles.
Lord Drumlanrig.	Mr. Adderley.
Mr. Fitzroy.	Mr. T. Egerton.
	Lord Lovaine.
	Lord Barrington.
	Mr. Ball.

Words

Words added.

Main question, as amended: "That it is expedient that greater facilities should be given to the guardians of different unions to combine for the purpose of establishing such district schools, and that the Government should be empowered to assist the unions willing to establish them, by partially contributing to the expense of the building." Put and agreed to.

[Adjourned to Friday next, at Twelve o'clock.

Veneris, 24° *die Junii*, 1853.

MEMBERS PRESENT.

Mr. BAINES in the Chair.

Mr. Adderley.	Sir John Pakington.
Lord Lovaine.	Lord Drumlanrig.
Sir William Jolliffe.	Mr. Fitzroy.
Mr. John Ball.	Lord Barrington.
Mr. Miles.	Mr. Cowper.
Mr. Cornwall Legh.	Mr. Robert Palmer.

Motion made, and question, "That the ragged schools existing in England and Scotland, and recently introduced into Ireland, especially the ragged industrial feeding schools, at present supported by voluntary subscriptions, or, as in Glasgow, by local rates, have produced beneficial effects on the children of the most destitute classes of society inhabiting large towns" (Mr. *Miles*), put and agreed to.

Motion made, and question proposed, "That voluntary contributions have been found inadequate to supply the number of such schools at present required in the metropolis, and other cities and towns." (Mr. *Miles*.) Amendment proposed, to add the words, "And therefore their establishment and support ought to be assisted by grants from the public funds, in given proportion to the amount locally contributed" (Sir *John Pakington*), at the end of the question. Question put, "That these words be there added." Committee divided:

Aye, 1.	Noes, 10.
Sir John Pakington.	Mr. Adderley.
	Lord Lovaine.
	Sir William Jolliffe.
	Mr. Miles.
	Mr. Cornwall Legh.
	Lord Drumlanrig.
	Mr. Fitzroy.
	Lord Barrington.
	Mr. Cowper.
	Mr. Robert Palmer.

Amendment proposed, to add the words, "And it is therefore desirable further to encourage and promote, by such legislative enactments as may be necessary, the establishment of such schools so supported by voluntary contributions and local rates" (Mr. *Fitzroy*), at the end of the question. Question put, "That those words be there added." Committee divided:

Ayes, 4.	Noes, 7.
Mr. C. Legh.	Mr. Adderley.
Mr. Fitzroy.	Lord Lovaine.
Lord Barrington.	Sir William Jolliffe.
Mr. Cowper.	Mr. Miles.
	Sir J. Pakington.
	Lord Drumlanrig.
	Mr. Robert Palmer.

Amendment proposed to add the words, "And therefore they should not be excluded from the aid of the National Grant under the distribution of the Committee of Council for Education, great care being necessary in framing the minutes applicable to this description of schools, so as not to fetter private exertions, or to exclude men eminently qualified to

fill the laborious and difficult position of teachers" (Sir *William Jolliffe*), at the end of the question. Question put, "That these words be there added." Committee divided:

Ayes, 7.	Noes, 3.
Mr. Adderley.	Sir J. Pakington.
Lord Lovaine.	Mr. Fitzroy.
Sir William Jolliffe.	Mr. Cowper.
Mr. Miles.	
Mr. C. Legh.	
Lord Barrington.	
Mr. Robert Palmer.	

Main question, as amended, again proposed.

Amendment proposed, to add the words "By the requirement of too hign an educational certificate" (Mr. *Miles*), at the end of the question. Question put, "That those words be there added." Committee divided:

Ayes, 6.	Noes, 4.
Mr. Adderley.	Sir William Jolliffe.
Lord Lovaine.	M. C. Legh.
Mr. Miles.	Sir J. Pakington.
Mr. Fitzroy.	Lord Barrington.
Mr. Cowper.	
Mr. Robert Palmer.	

Main question, as amended: "That voluntary contributions have been found inadequate to supply the number of such schools at present required in the metropolis, and other cities and towns; and therefore they should not be excluded from the aid of the National Grant, under the distribution of the Committee of Council for Education; great care being necessary in framing the Minutes applicable to this description of schools, so as not to fetter private exertions, or to exclude men eminently qualified to fill the laborious and difficult position of teachers, by the requirement of too high an educational certificate." Put and agreed to.

Motion made, and question put, "That as the combination of industrial training with other teaching, is particularly desirable in these schools, for the inculcation of habits of industry, assistance from local rates, or other public funds appropriated to education, might advantageously be given for this special purpose." (Mr. *Cowper*.) Committee divided:

Ayes, 4.	Noes, 5.
Lord Lovaine.	Mr. Adderley.
Sir J. Pakington.	Sir W. Jolliffe.
Mr. Fitzroy.	Mr. Miles.
Mr. Cowper.	Mr. C. Legh.
	Mr. Robert Palmer.

Motion made, and question put, "That in any legislation which may take place on the subjects referred to this Committee, especial attention should be paid to the industrial part of the education of criminal and destitute children." (Lord *Lovaine*.) Committee divided:

Ayes, 5.	Noes, 4.
Lord Lovaine.	M. Adderley.
Mr. Miles.	Sir William Jolliffe.
Mr. Fitzroy.	Mr. C. Legh.
Mr. Cowper.	Sir J. Pakington.
Mr. Robert Palmer.	

Motion made, and question, "That these Resolutions be reported to The House," put, and agreed to.

Ordered to Report, together with the Minutes of Evidence.

EXPENSES OF WITNESSES.

NAME of WITNESS.	Profession or Condition.	By what Member of Committee Motion made for Attendance of the Witness.	Date of Arrival.	Date of Discharge.	Total Number of Days in London.	Number of Days under Examination by Committee, or acting specially under their Orders.	Expenses of Journey to London and back.	Expenses in London.	TOTAL Expenses allowed to Witness.
							£. s. d.	£. s. d.	£. s. d.
Rev. Dr. Guthrie	D. D.	Chairman	18 Feb.	20 –	3	3	10 – –	3 3 –	13 3 –
Mr. Henry Strickland	–	„	21 –	23 –	2	2	2 9 –	2 2 –	4 11 –
Rev. Thos. Carter	–	„	1 Mar.	4 –	4	4	10 – –	4 4 –	14 4 –
Rev. G. H. Hamilton	–	„	3 –	11 –	8	8	8 – –	8 8 –	16 8 –
Rev. G. B. De Renzi	–	„	8 –	10 –	2	2	5 10 –	2 2 –	7 12 –
Rev. J. Field	–	„	11 –	12 –	1	1	1 10 –	1 1 –	2 11 –
Rev. Sydney Turner	–	„	18 –	20 –	2	2	1 – –	2 2 –	3 2 –
Mr. James Playfair	–	„	22 Apr.	28 –	7	7	8 16 –	7 7 –	16 3 –
Mr. J. C. Connellan	–	„	26 –	30 –	4	4	6 6 –	4 4 –	10 10 –
Mr. Walter Berwick	Barrister	„	25 –	30 –	6	6	6 12 –	18 18 –	25 10 –
								£.	113 14 –

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MINUTES OF EVIDENCE.

Martis, 15° *die Februarii*, 1853.

MEMBERS PRESENT.

Mr. Miles.	Mr. Fitzroy.
Mr. Adderley.	Mr. Monckton Milnes.
Sir William Jolliffe.	Lord Lovaine.
Mr. Robert Palmer.	Mr. Headlam.
Sir John Pakington.	Mr. Cornwall Legh.
Viscount Barrington.	Mr. Tufnell.

CHARLES BOWYER ADDERLEY, Esq., in the Chair.

The Rev. *William Cook Osborn*, called in; and Examined.

1. *Chairman.*] ARE you Chaplain to the Borough Gaol of Bath?—Yes, I have been chaplain there 10 years.

2. Have you turned your attention particularly to the treatment of juvenile criminals in prison?—I have very much, especially during the last six or seven years.

3. What do you consider to be the effects of prison treatment upon juvenile criminals?—The present prison treatment I consider most inefficient, both as to its deterrent and reformatory effects.

4. You consider that it is not deterrent upon other children, nor reformatory of those children that are so treated?—I consider that it is not.

5. In what way do you consider that it fails of a deterrent effect upon other children?—I find that their companions are continually being numbered among the criminal classes. I conceive we can best judge of the deterrent nature of punishment with regard to its effect upon themselves. We can hardly calculate upon the deterrent effects as it regards others.

6. You can judge of the deterrent effects of punishment in these two ways. Does the punishment seem to reduce the number of children who come into gaol; does it also seem to reduce the number of re-commitments?—Not the present mode of prison discipline; it does not operate, I consider, either way. With regard to the first, I consider that other efforts have been more conducive to that result; and that the prison discipline has rather increased the number of re-commitments in the second respect.

7. Have the number of children in Bath borough gaol increased or diminished of late years?—They had diminished until the year 1849; but during the last two or three years they have been on the increase again. We have established an industrial school in the city of Bath, which receives from 30 to 40 children that would otherwise be in prison.

8. Have you a table of statistics with you, showing the number of committals and re-committals?—I have.

9. Will you state the result of it?—In the year ending the 1st July 1844, there were 55 children committed to the gaol for the first time, exclusive of tramps, of which we can take no particular notice, as they are only passing through the city, and it is impossible to ascertain their history afterwards. Then, in the year ending July 1845 there were 46 committals; in 1846, 31; in 1847, 46; in 1848, 50; in 1849, 42: in 1850, there were 42 children committed for the first time; in 1851, there were 47. It is a slight increase on the first committals during the last two or three years.

TABLE, No. 1.

THE PRISON HISTORY of MALE JUVENILE OFFENDERS, under 17 Years of Age, living generally in *Bath*; showing the Effects of the present System on their subsequent Life. Made up to 1st July 1849.

In the Year ending 1st July	The Number of First Committals.	Their Committals and subsequent Re-committal to		Their Summary Convictions to		Their Committals for Trial.		Number of whom Transported from		Time Confined at		Deceased.	Number still living a Dissolute Life. Investigation made in July 1849.
		Bath Gaol.	Other Gaols.	Bath Gaol.	Other Gaols.	Bath Gaol.	Other Gaols.	Bath Gaol.	Other Gaols.	Bath Gaol.	Other Gaols.		
										Yrs.	*Yrs.*		
1844	55	185	21	128	16	57	5	10	5	27 ½	5	5	30
1845	46	135	10	105	7	30	3	4	3	16	1 ¼	2	25
1846	31	77	9	51	8	24	1	3	1	9 ¾	1 ½	-	14
1847	46	105	10	79	10	26	–	2	-	12 ½	– ¾	1	20
1848	50	69	4	55	4	14	–	1	-	9 ¾	– ¾	-	25
1849	42	54	6	36	5	18	1	1	-	6 ¾	7 ¼	-	30
TOTALS	270	625	60	454	50	169	10	21	9	82 ¼	16 ½	8	144

In the year ending 1 July 1844, 55 children were committed for the first time to the Bath gaol. Within six years their committals amounted to 216, 144 being under summary jurisdiction, and 62 being for trial. During this period, 15 were transported. The aggregate amount of imprisonment (exclusive of the sentences on those transported) was 32 ½ years. At the end of the six years, 30 of the 55 were living a dissolute life.

TABLE, No. 2.

THE PRISON HISTORY of MALE JUVENILE OFFENDERS, living generally in *Bath*. Made up to 1st July 1852.

In the Year ending 1st July	Number of First Committals.	Their Committals and Subsequent Recommittals.	Their Summary Convictions.	Their Committals for Trial.	Number of whom Transported.	Time Confined in Bath Gaol.
						Yrs.
1850	42	62	57	5	3	3 ¾
1851	47	77	67	10	1	5 ½
1852	30	46	40	6	-	3
TOTALS	119	185	164	21	4	12

10. Then the number of juvenile criminals in Bath is rather on the increase; there being about the same number in gaol, and an additional number in the industrial school?—Certainly.

11. Mr. *Miles.*] The industrial school in Bath does not spring from the delinquents in the gaol, does it?—Yes; I generally send them, if their parents are willing that they should go, to the industrial school, on their leaving the gaol; or, if any child is found in the streets of Bath, that is likely to become a criminal, and it comes to my knowledge, I induce the committee to take charge of the child.

12. When was the industrial school first commenced?—It was commenced about five years ago; in January 1848.

13. *Chairman.*] Will you state the circumstances connected with the formation of that school?—I was anxious that children going out of prison should have some asylum; that was one object; and I was anxious that destitute children who were in danger of becoming criminal should have an asylum; those were the two reasons that induced me to move for the establishment of such a school.

14. Will you now state the nature of the institution?—It receives children that are destitute, that either are criminal or are likely to become such, and endeavours to find situations for them, after having been there some considerable time, either by placing them in the city as errand boys, or sending them to the colonies.

15. Under

15. Under whose management and control is the institution?—Under a committee of gentlemen quite disconnected with the magistrates.

16. It is a voluntary committee?—Yes; it is a voluntary institution.

17. Sir *W. Jolliffe.*] Supported by voluntary contributions?—Yes; similar to the Children's Friend Society, that existed some years ago at Hackney Wick.

18. *Chairman.*] Will you state in what way children who have not been in gaol, but whom you describe as likely to fall into crime, are received into this institution?—The parents sometimes apply to the committee for their children; sometimes the gentlemen of the committee meet with those cases in the streets, seen begging, or in a destitute state; sometimes the children come and ask to be received into the institution. The cases come to our knowledge in various ways.

19. They are, in fact, vagrant children?—Not all vagrants.

20. Will you describe more accurately the class of children of which they consist?—Every destitute class: some are vagrants; some have absconded from the union houses; some are deserted by their parents; others have criminal parents. I think those classes embrace the children generally.

21. In this industrial institution there are children who are sent there as destitute children, together with those who have completed their sentence in gaol?—Yes, but we are very particular as to the reception of such cases; there must be something more in the cases than mere destitution. The school is established primarily for criminal children; yet we feel that we ought not to confine it exclusively to them, but to make it as much as possible an institution for the prevention of crime.

22. Are there children in this institution of the same class as those in the borough gaol?—They are the same class of children, only we have in the institution those who have not been in gaol.

23. Do you consider the placing them in this industrial school to be a better mode of treating such children than in prison?—It is very much better; we have been very successful with the children that have remained at the school for a considerable time.

24. Do you consider that such a school as this might supersede the prison treatment of such children?—I do, if there were legal power of detention in the school, to prevent their parents and friends demanding the children to be given up to them, with certain other modifications.

25. Supposing this school to be complete in its constitution, would it then in your mind supersede the necessity of prison treatment for criminal children?—If the school were under magisterial authority, I think it would.

26. Lord *Lovaine.*] You would not admit children merely because they were destitute?—We do not; and I conceive there should be something more than mere destitution in the case.

27. *Chairman.*] What do you mean by something more than destitution?—Perhaps the parents are criminal; the father may be in gaol, or the mother may be a prostitute, or a variety of circumstances.

28. There must be something more than destitution in the circumstances of the child, either about itself or its parents?—Quite so.

29. Will you state why you consider such a school a better mode of treating criminal children than a gaol?—I consider that the gaol system is quite ill-suited to the nature of a child, and to the circumstances of his life in every respect; a child considers that he is made too much of in a gaol; then in gaols we could not have a system that would operate for the reformation of a child.

30. In fact you consider that in a gaol there are not the means of reforming a criminal child?—I do.

31. But in a school, such as you describe, in Bath, those means, you consider, are provided?—I do; the prison system deals with children as with adults, and they are subject to the same laws, and they can make the same appeals to the magistrates if anything is contrary to their wishes. They are locked up alone, which is in itself a very bad thing for children. When discharged they are numbered among the criminal class, and looked upon as heroes, and become instruments of elder criminals to carry out their wicked transactions.

32. Lord *Lovaine.*] You would not omit all idea of punishment?—No, I would not. There are a great variety of cases, and some children's offences are such that really the idea of punishment might be entirely omitted. I will mention some

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of those cases in which I think that punishment from the magistrate might be set aside; children absconding from unions; children found begging; children found sleeping at night in sheds or in outhouses, and those committing petty thefts, and mere *mala prohibita* offences. I think you can scarcely deal with those cases seriously as deserving of punishment from the law of the land. At any rate, if they were dealt with in the way of punishment it would be better administered in those reformatory schools than in prisons.

33. *Chairman.*] Are the Committee to understand that the reformatory schools which you propose would provide proper treatment for all classes of criminal children, both those for whom you consider punishment necessary, and those for whom you do not consider punishment necessary?—I consider that the magistrate should have a discretionary power to send children either to the pauper school or to the reformatory school, or if the cases were very serious, he should still have a discretionary power of sending them to prison.

34. Is there any large number of criminal children for whom you would consider a prison after all necessary?—A very small number.

35. Will you state generally what, according to your experience, are the circumstances and causes of juvenile crime?—They are very numerous. I have known children to become criminal through the death of their parents. I have myself been at the bedside of a dying man and seen his children around him, and a few days after his death have seen one or more of the children in prison. There may be a want of employment; the step-father or the step-mother, and even the father or mother may become cruel to their children, and expel them from home, and they may be in that way driven to a vagabond life. Another class of children are those who abscond from unions, who are frequently dealt with too severely by being punished with imprisonment for so doing. Others who may have parents, and take up some mode of living on which they can for a time subsist, and then finding that that mode of life does not provide the means of subsistence, they become criminal. I could mention individual instances under each of those heads, which I have upon my mind.

36. Would you say that one very frequent cause of juvenile crime is the want of a home?—Very often the want of a home.

37. Would the want of a home, or the having a vicious home, describe the circumstances of the great majority of juvenile criminals?—Of a great many. In a great many cases the parents make use of the children for criminal purposes. Orphans and outcast pauper children are all liable to fall into a criminal life.

38. Lord *Lovaine.*] Will you state whether the reformatory school, as contemplated by you, would be a place in which punishment is to be administered, or simply a place where the discipline which is necessary for reformation is to be carried into effect?—I consider that it must be regarded as a place of punishment; though in its management it may be made a place for the reform of the children. But the precise measures which I will submit to the Committee presently will, I think, fully show my ideas with regard to the details of such an institution.

39. Sir *J. Pakington.*] When you speak of the gaol, you mean the borough gaol of Bath?—I do.

40. Is the borough gaol of Bath one of the prisons under the separate system?—It is.

41. To what extent are the children confined in that gaol subjected to the separate system?—Entirely the same as adults.

42. Are the Committee to understand from you that every child, whatever his age, and whatever the duration of his punishment, is always subjected in the gaol at Bath to this strict separate treatment?—He is. There is no difference made.

43. To what extent in point of time have you known children to be confined under that system at Bath?—I have known an extreme case to be confined twenty months. That is a very extreme case.

44. What was the age of that child?—He was a transport; he was 15 or 16 years of age.

45. When you say 15 or 16, that is an age at which a year, more or less, would just make the difference whether you could fairly consider him as a child; do you know what his age was?—I cannot speak positively as to his age.

46. What was the effect of the treatment upon that particular boy?—He became subject to scrofula, and we applied to the Secretary of State for his discharge.

47. His

47. His health was affected?—It was.

48. Was his mind affected?—There was a strangeness about him which made us fearful that it would be.

49. How long ago was that?—About four years ago.

50. That of course is quite an extreme case?—It is; but I remember another case, of a lad 12 years old when committed, to be kept two years in confinement.

51. What is the usual duration of the imprisonment of children under the separate system at Bath?—The usual imprisonment for any offence of a felonious character is three months.

52. Do you think that the courts at Bath diminish the duration of the sentences, in consideration of the fact that they are under the separate system when in gaol?—The sentences lately have been very short.

53. Have they been shorter than they used to be before the separate system existed?—Yes; I think the magistrates take into consideration the nature of the offences, and certain alterations that have been made in the law during the last few years have induced them to do so.

54. What opinion have you arrived at, from your experience of Bath gaol, as to the reformatory effect upon the children of the separate system?—I think it does not reform children. It is not at all adapted to children; children require to be placed where their energies can expand, and where they can be dealt with more by means of a schoolmaster than by the set and fixed orders and rules of a gaol.

55. When you speak of children, I presume, as a general rule, you draw the line drawn by the Act of Parliament, at 16 years of age?—Yes, under 17.

56. Are the Committee to understand from your last answer that it is your opinion that the effect of the separate system upon persons of tender age, under 16 years of age, is depressing and injurious to the mind?—If continued for any length of time; as it is pursued with us it does not, because some of our children are sent, perhaps, for four or five days, and the great majority are summary convictions of 21 days, and if they are of a felonious character they are seldom committed for more than three months.

57. When you use the expression "any length of time," what length of time do you contemplate?—Not more than nine months; I do not like to see even an adult in separate confinement more than 12 months.

58. Do you think that a child may be subjected to the separate system up to nine months without depression or injury?—Certain cases would be injured by such a period as that; it would not be safe, in my opinion, to subject children *en masse* to the separate system for that length of time.

59. When you speak of a sentence of four or five days, is it your opinion that such a sentence as that produces any effect at all upon the child?—None whatever; it only numbers the children among the criminal class, and it gives us no opportunity for improving them in any way.

60. In fact, it throws a stain upon the reputation of the child, without having any good effect upon him?—Without having any good effect whatever. Yet the nature of their offences is such that the magistrate would not feel himself justified to give a long period.

61. Are you of opinion, from your experience at Bath, that it would be better, whatever the merits of the separate system may be generally, not to expose children to that system?—I would not expose children to the separate system under the regulations of ordinary gaols. I think that if there were institutions established, such as we understand by reformatory schools, it might be really for the good of the children that there should be in those institutions the means of placing them alone for a day or two, or more.

62. Do you find that children in the Bath gaol exposed to the separate system, gain much in the way of instruction?—Every child is allowed to attend an hour per diem for instruction, by which they do acquire some considerable information; but that is in proportion to the length of the period for which they are subjected to imprisonment.

63. Where do they attend for the hour per diem; do they attend in school, or are they instructed singly?—They are placed in boxes in the chapel, where they are instructed.

64. Are they placed there collectively, or do they go one at a time?—A class of eight or ten at a time is under instruction, but still kept separate from each other.

65. So that that hour's instruction can hardly be said to palliate the rigour of the separate system?—Except that they read out aloud and hear each other's voices; they say their lessons and are instructed by the schoolmaster, but it is all done in keeping with the separate system.

66. But still your opinion is, that the system does not effect either the instruction or the reformation of the children?—We are able to give a certain amount of instruction; but we are anxious to see the children follow a different life when they leave us; but we find that after children have been in our prison, the chances are three to one that they will become criminal. I have had so many cases brought under my notice that it has become stereotyped in my own mind, that when once they have been in gaol, I quite expect that they will be numbered among the criminal class.

67. And that applies as much to your new gaol, with the separate system, as it did to the pre-existing state of things?—Quite so. If I were to state the number of re-committals you would be perfectly satisfied of that. The children to whom I referred as having been sent to our gaol for the first time in the year ending July 1844, had been in prison, when I last took this account, 216 times in the course of six years subsequent to their first committals.

68. Was your new gaol, with the separate system, in operation in 1844?—It was; I had nothing to say to the old system.

69. How long has your new gaol been in operation?—Ten years.

70. With the same system as at present?—Yes; every attention has been paid, and therefore I think the Bath gaol a very fair criterion of the system; because no labour or attention has been spared to adapt it to the reformative of children.

71. Was it in consequence of the dissatisfaction felt at Bath with reference to the effect of imprisonment upon children, that the reformatory school of which you have spoken was instituted?—It was. I had long been desiring to see one established, when a lady kindly offered me 100 *l.* towards it; and I immediately commenced efforts in opening an institution of that kind.

72. Where is the school?—It is in the old Walcot Poorhouse.

73. Where is that; is it in the town of Bath, or in the country?—In the town.

74. What land have you adjacent to the school?—Rather more than a quarter of an acre.

75. Is not that very insufficient for the purposes?—Very.

76. Do you think it is possible to give a fair trial to a reformatory school with only a quarter of an acre of land attached to it?—Not at all; but it is the best we could do under the particular circumstances.

77. Did you hire the school-house?—We did hire it; but lately we have been able to purchase it.

78. Your funds are derived from voluntary contributions?—Entirely.

79. What is the amount?—I think we do not get 300 *l.* a year.

80. By subscription?—Yes.

81. How many children are there in the school?—They vary from 30 to 36. The last time I was in the school I think there were 32.

82. Do you take boys and girls?—No girls.

83. Have any considerable proportion of the children in the school been previously in gaol?—Part of them.

84. What proportion?—I should say about one-half at the present time. The report of the school states, that of the 51 cases received last year, 30 of them had been in gaol.

85. How do you proceed to induce a child that has been confined in gaol to go into the reformatory school?—By sending to the parents previously to the child leaving prison, and inquiring what prospect there is for the child leading an honest life, which usually induces the parent to call upon me; and if I find that the child is really destitute, either having no father, or that its mother is subsisting on precarious means, I give a letter of recommendation to the mother to take the child on its discharge from prison to the school.

86. What have you generally found has been the disposition of parents with respect to an application of that sort from you; are they generally eager to send the child to school, or do they dislike the idea of it?—There is a great difference; some parents refuse the offer for their children. With respect to other parents, if they are able to maintain their children, I generally make it a stipulation

lation that they shall pay 1 *s.* 6 *d.* a week to the institution, and that sometimes acts as a preventive to the children going to the institution.

87. Then, are the Committee to understand that you take some children gratuitously, and that the parents in other cases pay 1 *s.* 6 *d.* a week?—We do; we started with the principle.

88. The principle is that the parents are to pay, if you think they are in a position to enable them to afford it?—Yes.

89. Supposing a case of a child that has been imprisoned in gaol under sentence for three months, and that the parents of that child, at the expiration of the imprisonment, consent to the child going to school, what should you consider as the period for which the child ought to remain in the school?—We prefer that they should remain six or nine months.

90. What do you do with the child at the end of that time?—Sometimes situations offer in the town as errand boys, but we much prefer sending them to Canada.

91. Do you send many to Canada?—From the school funds we have sent, during the last year, five or six. We have sent others to America from other funds, independent of the school.

92. Do you draw any distinction in the school between criminal children and children who have not been criminal, who are only destitute?—Not in the school; no difference is made there.

93. They are all on the same footing?—Yes.

94. How do you induce children that have not been criminal or under sentence to enter the school; do you find any eagerness to get into the school?—The parents or friends of children apply for the admission of children into the school; or perhaps it may happen that one of the committee sees a child in the street in a very ragged condition, and inquires into his circumstances.

95. Are a large proportion of children in the school orphans?—Yes, I should think nearly half.

96. *Chairman.*] When parents apply for the admission of their children into the institution, are they always made to pay?—No, because they may be so destitute that they are unable to pay.

97. Sir *J. Pakington.*] You observe the same rule; you mentioned before that you require the parents to pay if they can?—Yes.

98. Have you any gradation of payment, or is it uniformly 1 *s.* 6 *d.* a week?—It is 1 *s.* 6 *d.* a week.

99. Either that or nothing?—We have sometimes relaxed and taken 1 *s.* a week; sometimes I have said, "If you will pay 1 *s.* I will pay 6 *d.*"

100. *Chairman.*] When members of the committee send a child, do they pay for that child, or are the expenses defrayed out of the general fund?—The children's expenses are paid out of the general fund.

101. Sir *J. Pakington.*] Have you attempted any arrangement by which children who have committed some crime have been sent to this school instead of being sent to gaol?—No, we have never been able to organize any plan of that kind; the magistrates have occasionally dismissed cases, and advised the parents to place them in the industrial school.

102. What class of cases have they been?—They have been very few; they have been of a trifling character.

103. Short of felony?—Such as have been dealt with by summary jurisdiction.

104. Do you mean that the magistrates have made going to the school conditional, saying that they would not proceed in the case on condition that the child was sent to school?—They have dismissed the case, and have advised the parent to get the child into the industrial school.

105. Have those children generally come to school under those circumstances?—For a time.

106. Mr. *Miles.*] I understood you to state, that there was one juvenile criminal confined for 20 months; that I understood was a transport?—Yes.

107. Is it not the fact that Bath gaol is used by the Government, and that persons under sentence of transportation are sent there by the Government?—Yes, but I do not allude to those at all; I am speaking only of the borough prisoners.

108. Was that boy of 16 under sentence of transportation, or was he, having been convicted, committed to hard labour for 20 months?—He was under sen-

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tence of transportation, but not removed to Millbank, as is usually the case. I think in consequence of his health, and probably in consequence of certain matters at that time at head quarters, the child was not removed from the gaol.

109. Then that was, as you called it, an extreme case?—It was an extreme case, as I said.

110. Sir *W. Jolliffe.*] A perfectly exceptional case, and the probability was that he was not removed, because he was not fit to be removed as a transport?—He was detained, and then scrofula appeared, and then the surgeon could not give a certificate; I believe he was removed once, and then returned to our hands again.

111. Mr. *Miles.*] You stated that in the year 1848, when the school was first established, you had about 51 children in the gaol; can you state, out of that number, how many, when the term of imprisonment expired, were sent to this reformatory school?—I should think not more than a fourth. During the last year 12 children entered the school on discharge from the gaol.

112. And so on in each year to the present?—I will do so if the school records will admit of it.

113. *Chairman.*] You told us that of the whole number in the school, one-third came from the gaol?—Sometimes they leave the gaol and take to a vagabond life, and after some months apply to be received into the school; probably I have sent half of the first committals to the school; I have only been speaking of first committals; then there are the re-committals.

114. Were all those numbers which you gave us in a series of years first committals?—They were all first committals.

115. Mr. *Miles.*] Suppose that a child is committed for some misdemeanor, will you be kind enough to give us an account of what he undergoes in the gaol?—He is dealt with in every respect as an adult; he is placed in a cell by himself; he attends chapel every day; he is allowed the boon of attending school an hour per day, and I direct the schoolmaster's especial attention to the case; I take care during his stay there to direct his instruction, and on his leaving the gaol endeavour to make such a provision for the child as his condition dictates.

116. If he be committed to hard labour, what is the nature of the hard labour?—Except those who are committed for trial, they are all sentenced to hard labour, and they are employed in either stone-breaking or oakum-picking. Those are the only two employments that children are put to.

117. Then barring the time allowed for the meals and the time for exercise, the whole time is then devoted to work, with one single hour of tuition?—They have an hour in the evening, during which they learn their lessons in their cells. They have their dinner hour, or rather the time from chapel to the dinner hour, which is perhaps a quarter of an hour or 20 minutes before one o'clock, for their own employment; and if they can get the amount of oakum which is given them picked quickly, they have some additional time; they have a certain amount of oakum to pick, and if they pick it in less time than is usually done, they have the remaining portion of time for their own reading or instruction.

118. Do you find a great number of those children when they come in totally ignorant?—I do; totally ignorant.

119. Then this leisure time must hang very heavily upon their hands in their cells?—They have very little leisure time; because if you take the exercise, and then the chapel, and then the instruction in the class, and then either the stone-breaking for six or seven hours, or the oakum-picking for six or seven hours, and cleaning up of their cells, you will see that they have very little time left to waste.

120. Do you think that in the case of children more time might be beneficially appropriated for instruction than one hour in the day?—It might.

121. Are you of opinion that it would be beneficial to give more time for instruction?—I think it would; but I consider that the difficulties do not arise so much from the want of knowledge on the part of the children as from the want of a power to get out of their criminal life and criminal connexions when they leave the gaol.

122. In the case of those committed for trial, what is the course pursued with those children?—Similar to that which I have already mentioned, except that they are allowed to write more copies and learn more lessons; and, in fact, their time

time is more occupied by instruction; they are directed how to occupy their time for their improvement.

123. Will you tell the Committee how long a time with those children is afforded to education?—Not more than an hour; occasionally I have allowed a child committed for trial to attend two hours a day for instruction; but they are told how to employ their time in their cells, by preparing their lessons and by writing on their slates and in their books; in fact, we desire to keep their minds thoroughly occupied. Sometimes they prefer having a little oakum to pick.

124. Are they in the school or the chapel together with the convicts?—They may be there at the same time, but they have no communication with them.

125. Have you a schoolmaster regularly appointed?—I have a schoolmaster.

126. How much of his time is taken up actually in teaching?—Four hours a day he gives to class instruction; then he visits the cells, and adapts his instruction according to the circumstances of each case.

127. Then those children are visited in their cells equally with the adults?—They are, and more frequently.

128. They have private instruction?—They have, if they require it.

129. I have in my hand a report of the Bath Industrial School and Juvenile Reformatory, for 1852, and I find that in page 4, in the third paragraph, a classification is given of the inmates of this school; does that paragraph clearly describe the different children that are at present inmates in that establishment?—At the time when this report was drawn up.

130. Will you be kind enough to tell us from that the exact state of that school?—Of the 51 youths who have been inmates during the year, 30 are known to have been in gaol, 6 have been in custody, though not in gaol; 7 have been guilty of petty thefts, garden robbing, &c., though never in custody; 14 are orphans who have lost both parents, 12 fatherless, 4 motherless, 4 of parents transported, and 6 are illegitimate children. Of the 30 who have undergone confinement, 11 have been once, 9 twice, 2 three, 1 four, 2 five, 1 seven, 1 eight, and 3 ten times in gaol. The following are the ages of the lads; one 8, four 9, five 10, two 11, four 12, six 13, four 14, three 15, five 16, four 17, twelve 18, and one 20 years.

131. Taking that paragraph as showing the state of that school in the last year, does it pretty tolerably represent what it has been in previous years?—It does very fairly.

132. Do you think that the classifying criminal children together with those who are only destitute, is the best means of improving the condition and character of those who are only destitute?—There is something more than simple destitution in all those cases that have been admitted into this school. We have been most particular upon that subject; either the child has shown in the family some tendency to commit crime, or the parents are in criminal life. There is something in every case that has not been actually in gaol that leads the committee to imagine that the child will become criminal in the ordinary course of things.

133. Then you would not admit any children simply on account of penury?—No, I would not, into such an institution as this.

134. So that we may look at it as an institution formed entirely for either criminal children, or for those who are likely to become criminal?—Yes, those who are in a dangerous position. "The rules of the school designate two classes of boys as admissible; first, juvenile criminals, vagrants, and morally degraded children; secondly, children who from peculiarly unfavourable circumstances are in imminent and more than common danger of becoming criminals."

135. I have asked you to give us some statements of numbers; could you also, taking the number of scholars in this school from the commencement, indicate to the Committee the number that have turned out well, and those who have turned out ill, annually?—A considerable number have turned out well; but in consequence of their being scattered over the country, I cannot give the precise number.

136. Lord *Lovaine*.] You have stated that for them to remain in the school less than six or nine months, is of little advantage; will you state what is your maximum time?—We have no fixed maximum.

137. What is the longest time that any boy has been in your reformatory school?—Four or five years. There may be one or two of the children at present that were in at the opening; but then they must have been taken in very young.

138. Mr. *Palmer.*] Were those that you speak of as having been there so long as four or five years criminal or destitute?—They showed a criminal tendency in their conduct.

139. Not convicted?—Probably not convicted. If a child is sentenced to gaol at eight years of age, he has eight years, until 16. We may have some few in the school at the present time who were in gaol at an early period of their life.

140. Sir *J. Pakington.*] Do you find that the children regard imprisonment under the separate system as penal and irksome, and that they dread it?—At first they do, but not afterwards.

141. They get used to it?—They get used to it. You can train children to become accustomed to the separate system, and to fall into its discipline just as if they were at home.

142. And they do not regard it?—Not in the slightest degree. At the first committal we have them, perhaps, crying and asking to see their mothers; asking to be allowed to send home. A variety of childish applications of that kind are made by children on their first or second committal, but that wears off afterwards.

143. Do you find that the children are willing to remain in the school, or do they try to escape?—The worst cases do not stay with us the length of time that they ought to remain for reformation. If, by chance, they have a criminal brother or criminal companions, they are very likely to get away from us. Being wholly a voluntary institution, we must give them up to either a mother or a brother, or even to a friend, or they may themselves abscond if they think proper. We have no power of detention.

144. *Chairman.*] Have you many cases of absconding?—A great many in the earlier history of the school.

145. Sir *J. Pakington.*] Do they ever demand to go?—They have done so.

146. In the event of their demanding to go, do you refuse?—The master is instructed to reason the matter with them, but lately it has seldom happened and absconding has been very rare.

147. Have you lost many by their either absconding or being taken away against your will?—During the first few years we did lose a great many, but during the last two or three years I think the master has succeeded in getting more influence over the children, and therefore they have stayed, and we have offered more inducements to the children to stay.

148. What inducements?—Giving them perhaps wages for a certain amount of work, so that they may have in the school a fund which they would lose if they left; and by offering them emigration, which offer would be cancelled if they absconded from the school.

149. In short, you are obliged to try to make it worth their while to stay?—Quite so.

150. Have you generally observed that the children who have left you, either by absconding or by being taken away, were just the children whom you were most desirous to retain?—Many of them are. As I have already said, we have no power of detention, and therefore some of the worst cases escape from our hands.

151. What is your system of punishment for those who require or deserve it in your reformatory school?—I have known them to be flogged; but the ordinary punishment is that of stopping meals, or fining them.

152. Have you tried solitude?—I do not think that has been tried more than three or four times. We have done so.

153. You have solitary places in which to put them?—We have places of which we can make use for the purpose.

154. But the present system is rather a school of instruction than a system of punishment?—Yes, we are obliged to tempt the children to stay with us, rather than to compel them.

155. In what trades do you instruct them?—Shoemaking, tailoring, and mat-making are the chief. The staple employment is that of wood cutting. The wood is cut up and tied into small bundles, and sold in the city of Bath.

156. I suppose you would train them more exclusively to agricultural pursuits, if you had land?—If we had the means I should prefer employing them on land, if we had some connected with the school.

157. Sir *W. Jolliffe.*] You have said that some are led to desert the school by having

having criminal companions who induce them to go away; is that a common incentive to crime in Bath?—If they have been mixed up with the criminal class, they are liable to those temptations.

158. Is there an organized system of criminal pursuit in the town of Bath, as there is in many other towns?—There are small gangs. Sometimes we know of two or three gangs of little pickpockets, and we endeavour to break them up as well as we can by scattering them, and inducing them to go to the schools, or sometimes by sending them abroad. Some we have sent to Red Hill, and one or two we have sent to the Training School at Westminster.

159. So that those organized gangs do exist in Bath; and they sometimes induce children comparatively in better circumstances to take to crime?—Yes; we have had several cases of that kind; children uniting to rob their masters, and break open the tills. Those children are now, some of them, doing well; they have been disposed of in various ways.

160. With regard to the instruction which is given in the gaol to those juvenile prisoners, you have stated that there is no industrial instruction except that of oakum picking and breaking stones; have those that are in separate confinement any stone-breaking to do?—Yes; they are placed in labour yards, where they are as much separate as if they were in their cells.

161. The oakum picking is generally done in their cells?—Yes.

162. The instruction which they have is therefore entirely of a moral and literary character, and does not comprise industrial training?—It is entirely so on the part of the schoolmaster. There have been a few cases where children have been placed under a tailor, and in a few cases under a shoemaker; but it has never been thought advisable to place all the children under those tradesmasters. They have not a long time to stay; if they are in for a few days, or even four, or five, or six weeks, it is considered hardly advisable.

163. Then the general nature of the instruction in the gaol differs very much from that which you give in the reformatory school in this particular, that in the school a large portion of the instruction is of an industrial character?—Yes, in the school entirely of an industrial character; and it differs in that respect from that in the gaol, because in the gaol their employments are those which I have stated, oakum picking or stone-breaking.

164. Do you attribute great benefit to the system of industrial training over that of purely moral and literary instruction?—They must go hand in hand.

165. *Chairman.*] Do you consider the industrial training an essential part of the system?—Quite so; a child is a creature of habit, and he must be taught to work for his daily living, as well as taught to read and write.

166. Has he any inducement in your school, by the remuneration given to him, to improve in his industrial pursuit?—He has. When he reaches a certain facility in tying up wood, he is allowed so much a hundred. A party of them, three or four, will combine together; they know the terms upon which they are working, the schoolmaster reckons the number of bundles they cut up, and puts to their account a certain sum, and from that is taken a certain amount for their food, and there is generally a balance in their favour.

167. Of course that advantage cannot be afforded them in the gaol?—It cannot.

168. Do you find that the practice of allowing them to earn small sums in that way is a great inducement to industry?—Very great; it makes them contented; they feel that they are earning something for themselves. They have a balance in hand, which they are allowed to expend either in clothing or in books; or it may go to their account, for their benefit when they are emigrating.

169. You find that it operates as a great inducement to them to habits of industry, and that it produces a desire to maintain themselves hereafter?—No doubt of it. If we did not establish a system of that kind in a voluntary school of this sort, we should have no hold upon the children; because we have no legal power of detention; and the children being liable to all those temptations from without, and from within, and from their previous mode of life, would very likely abscond from us.

170. Are the children in your school wholly maintained at the expense of the establishment?—Except in those cases where the parents pay a small weekly amount towards the maintenance of the children; or it may be that a lady may think proper to send a child and pay for it.

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171. Are they all fed upon one scale?—The elder boys have rather more than the very young ones; there are two dietaries.

172. What number of meals have they in a day?—Three.

173. Mr. *Palmer.*] Having given the Committee a description of the manner in which those young persons are treated in your reformatory school, some of them for a considerable length of time, can you now give the Committee some information as to the effect which this treatment has had upon those individuals in after life; have many of them become criminal, and, in fact, thrown away the advantages which they have received?—A few have. After staying with us for some months, they have been tempted away by others, or have returned to their former wicked life; others have given us great encouragement.

174. Upon the whole, you conceive that the industrial school has had a very beneficial effect upon the parties who have been inmates in it?—Decidedly so; the proportion that have turned out well from the school has been very much greater than the proportion that have turned out well coming from the gaol.

175. Mr. *C. Legh.*] Do you refer to their after life, or only to their conduct while in the school?—In after life.

176. Sir *W. Jolliffe.*] Are there many individual who have left the school who are now pursuing a respectable and industrious course of life?—There are many nice boys following a very respectable course of life.

177. Mr. *C. Legh.*] As far as your experience goes hitherto, have you reason to be satisfied with the conduct generally of those who have left the school?—Yes, a number of persons who have watched the conduct of the children at church, and in the streets, have given intimations to our committee of their pleasure at seeing such a change made in those children.

178. Has there been any reluctance to employ them?—Those children have difficulties in that respect to overcome, and we cannot imagine that there will be no such difficulties, even in the case of those who have been at the school. They are much greater with respect to those who have been in the gaol; but they do, to a certain extent, exist in connection with the school.

179. But nevertheless, a considerable number have been employed?—Yes, a considerable number.

180. And they have remained in their places?—Yes, they have done exceedingly well.

181. Sir *W. Jolliffe.*] Under what regulation do they live in the school in the course of the day; are they allowed to go out of the house in the course of the day?—They are allowed once a week to go out and see their friends. Many are employed to go out with wood; they carry out wood for the institution. Some are sent on errands.

182. *Chairman.*] Where do they usually take exercise daily?—They are taken either for a walk, or into the garden. They have a holiday one afternoon in the week, when they go into the fields, or go and see their friends, if their friends are respectable.

183. Mr. *Headlam.*] Have you calculated at all the cost per head?—I think the institution would incur a cost of about 16 *l.* a head, if about half of the boys were disposed of by emigration.

184. That includes everything?—Yes.

185. Have you any documents from which you can state the exact expense per head?—I will supply that; 254*l.* 6*s.* 3*d.* is the amount of the total receipts by the treasurer, independent of industrial produce during the year; and I think the average has been about 22 children during the last year, which gives an average cost of about 10 *l.* per annum. This does not include emigration expenses.

186. Do you consider the principle of the school you have been describing to be that of supplying parental influence and employment to children, rather than providing punishment and restraint?—This school is managed more upon that principle than on the prison principle.

187. You consider that the great object is to supply parental influence to children who have none?—Yes, the master stands *in loco parentis* to the child.

188. Do the children become attached to the master?—They do.

189. Do they look upon him rather as a friend than a gaoler?—Much more as a friend; and so they regard the gentlemen of the committee, who take an interest in their welfare.

190. Do you consider that the schooling of children can be at all effectually carried

carried on in separation?—Yes, we do teach them in the gaol; there is actual schooling; we can teach any amount of head knowledge to children that come into the gaol; but the reformatory effect I feel would not be great. Rev. W. C. Osbo 15 February 185

191. When you state that you consider the separate system in prison to be unsuited to children, I understand that your objection extends to all prison treatment?—Yes.

192. Not only to the separate system?—Not only to the separate system; a congregated system would be still more prejudicial.

193. Do you consider that the prison system is not only inefficient for children, but that in the majority of cases it is unjust, cruel, and severe, considering the circumstances of the children?—I do consider it as such, because, with regard to a great majority of the children who are placed in gaol, their offences are of such a trifling character that the magistrates scarcely feel themselves justified in sending them to gaol; when they do so, it is for a short period; but however short the period they are sent for, it mars their prospects for life.

194. Which system of treatment of children, the prison system or the school system, in your opinion has the best effect upon the parents of such children, in the way of leading them to take more care of their children in future?—If there should be a system pursued such as that which I should humbly submit, I think it would have much more effect upon the parents than the present prison system.

195. Sir *J. Pakington.*] What sort of effect do you mean?—In inducing them to keep their children from the commission of crime.

196. *Chairman.*] Are the parents of criminal children generally in circumstances which would enable them to pay the cost of their maintenance?—No, they are not.

197. Are there many cases in which you have been able to get 1*s.* 6*d.* a week from the parents?—Not many.

198. Can you state in about what proportion?—About one-tenth of the cases sent to the school.

199. Do you mean one-tenth of the cases in which the children have parents, or one-tenth of all the cases?—One-tenth of all the cases sent; but some of these parents, at first, when the matter is placed before them, will promise to pay; and when they find that we have no legal power to enforce it, they will draw back and discontinue the payments.

200. You have stated generally your opinion as to the cost of the school treatment of these juvenile criminals; can you state generally which is the most expensive treatment, the prison or the school?—Decidedly the prison treatment.

201. You stated that you believed that the annual cost of those children in the school is 16*l.* a head; have you any general impression what the annual cost of the children in gaol is?—In our gaol it must be about 26*l.* or 30*l.* a year.

202. Have you any idea that industrial schools, such as you have at Bath, may be made more self-supporting than that is now?—On a large scale I have no doubt that 20*l.* for each child per annum would cover all the expenses of an industrial school, including emigration and other expenses.

203. Including both present and future expenses?—Yes.

204. Why do you consider the school is much cheaper than the gaol?—Because we have no need of that staff and machinery which a gaol requires.

205. Do you consider so large a staff unnecessary for children?—No; there would be a necessity for a great many more officers in a large school than in this; the exertions of the committee connected with the school are given gratuitously.

206. Then I understand you to say that, supposing these schools to be made national institutions on a large scale, there would still be that difference in cost between prison treatment and school treatment?—I think the schools, if they were made national institutions, would cost about 20*l.* a head.

207. That would be less than the cost in prison?—Yes.

208. Why do you consider that the school system would, on so enlarged a scale, still be the cheapest?—Because they would not require such a large staff, and the peculiar staff which a gaol requires.

209. Mr. *Miles.*] How do you form that estimate?—Because you can deal with the children in a mass on a much more economical scale than you can deal with children in gaol upon the separate system.

210. But still, supposing these reformatory schools were established over the

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country, you would think it necessary to have for them a much greater quantity of land than you would have at Bath?—Certainly.

211. And of course you would have for the increased number of children much more superintendence?—You would.

212. Would not that in a great degreee increase your expense, and make it more approximate to the prison expense?—I think not; because the amount of staff in proportion to the number of children would then be less than even the staff of this school is in proportion to the number of children there. We have two masters in this school at present, and there are only 30 children; we might take 50 children with the same staff.

213. *Chairman.*] Do you suppose that the earnings of the children, as a set off against their cost, would be larger in a school than in a gaol?—Decidedly; it would go much further towards their self-support than in the gaol, for the earnings in the gaol are next to nothing.

214. Mr. *Miles.*] Would you not have either then to hire or to purchase a considerable quantity of land?—Yes; but I say 20*l.* a year, from a conviction of the expenses for efficient management, having considered in past time the expenses of the Red Hill Reformatory School, and knowing the necessary expenses attending the carrying out the Industrial School at Bath. This school ought really to be more expensive than it is. If we could send more abroad, it would be more expensive, and if we could afford to give them other advantages, which we should be glad to do if our funds would admit of it.

215. But, in taking into consideration all those improvements, still you are of opinion, from the information that you have derived from Red Hill and from other sources of knowledge, that the expense per annum for those children in an industrial school would be much less than in prison?—I think it would be much less.

216. *Chairman.*] What alterations would you suggest in order to make your school at Bath a perfect system for its purpose?—There are a great many alterations necessary, which will be gathered from the plan that I would suggest to the Committee. I trust that I have said sufficient to demonstrate the necessity of having a very different system called into operation for the reformation of juvenile delinquents. There are a few remarks that I would make as prefatory to the measure I have to submit to the Committee.

The class of children we have particularly to deal with are those who either have become criminals, or are in danger of becoming so. Among these there may be children of such parents, or connected with relatives who may be able to pay for the education and maintenance of their offspring. Under this head may be included all those who have friends able from labour or income to support those depending upon them. Some juvenile delinquents will come from this class, though perhaps the smallest proportion. Neglect, bad example, evil associates, or evil principles getting the ascendancy, will produce another portion of those for whom my suggestions should be applicable. Right minded parents would be glad to avail themselves of any juvenile reformatory institution for their rebellious, unmanageable, or criminal children before their conduct breaks out into the form of heinous crime. There is many a respectable mechanic whose lot it is to have such a child, who is able and willing to support his family, but a disobedient and refractory child disturbs his peace, absents himself from school, absconds from home, keeps evil company, and falls into the commission of crime. What can a father who has to toil for his daily bread do with such a child? and how much more unable is a widow to stop the downward progress of such an offending one? There being no means of rendering assistance to such parents while their children are in the incipient stages of crime, the youthful offenders grow in sin as well as in years, until their progress is arrested or accelerated by being placed in a common gaol, when the State attempts to accomplish that work which the parents were unable though perhaps most anxious to perform. The children are then taken from the parental charge, and society has to pay the entire cost of maintenance and education; which under the system I propose would be borne wholly or partly by their parents. The number of delinquent children from this class of persons, however, would be comparatively small, because we find that in proportion to the inability of the parents to bring up their children aright in moral, social, and religious duties, is the liability of their offspring to fall into evil company and destructive and criminal habits. There are many children partly subsisting on out-door relief from the parishes, for whose entire maintenance the sum allowed may be insuffi-

cient,

cient, or it may be misappropriated by those who have the care of the children. Whenever those persons to whom such allowance is made are found to be unable to exercise proper control over the children, it should be the duty of the poor-law guardians to receive such children into the workhouse, or pauper industrial school, which is the proper place for such children; and there every advantage should be afforded for the instruction and training of the children. Rev. W. C. Osborn 15 February 1853

217. That relates to another sort of school?—That is one of the preventive measures I would suggest. It should be the duty of poor-law guardians to receive such children into the workhouse or pauper industrial school, which is the proper place for such children, and there every advantage should be afforded for the instruction and training of the children. How many parents are there who bear with their children until violence or theft compels them to seek the aid of the magistrate, whose assistance, however, under the present system, is limited to his power of sending the offender to prison. The parent may be a poor widow, receiving parish assistance, and though every aid should be rendered to one in her position in the discharge of her maternal duties, she finds, when her child becomes disobedient and falls into sin, that no other alternative is presented to her than to allow him to go on in his evil course unchecked, or to consign him to a gaol, which may introduce him to the companionship of the most abandoned, and may be regarded as the sure road to a penal settlement. From such classes as these we might expect to receive many children, with whom, for their own and their parents' sake, it would be desirable to deal.

The ranks of the juvenile offenders, however, would be principally recruited from the destitute, the demoralized, and criminal classes where the parents are not only regardless of the moral welfare of their children, but by their own evil example, if not by precept and compulsion, urge them to acts of vagrancy and crime. It becomes, therefore, a question how we can best deal with these children, that our treatment may result in their reformation, prove a warning to others, and conduce to the interests of society. Whatever plan may be adopted, I conceive that it is the special department of the civil powers, as represented by the magistrate and the judge, to carry into effect. To assign the authority to any other body would create great confusion and additional expense. Here the authority for detention and for correctional punishment, and for restricting in any way personal liberty, has been placed, and I see no reason, even if such a charge were possible, for depositing this power elsewhere. In entering upon the details of a measure which shall be applicable to all these cases, we lay ourselves open to objections from those who in any degree differ from us. But without such details our plans would be incomplete; and it might be said that the more difficult parts of the question had been overlooked. Besides, I consider it advisable to be explicit and minute, in order that the whole question may be brought fairly under your consideration.

It is necessary in any measure of this kind to have regard to existing systems and public feeling. It would be unwise, I conceive, to propose a plan that would be manifestly opposed to these; it should therefore be as much as possible in unison with the public mind and present legislative provisions. An extension of existing power is preferable I think, to new and untried authoritative machinery. In the plan I propose, there will be need of considerable discretionary power being given to the magistrate as to the period of detention, with a view to the reformation of juvenile offenders, and of power to cancel or alter any of his own decisions without the troublesome and procrastinating method of application to the Secretary of State of the Home Department.

What I would suggest is this, that there should be institutions opened in different parts of the country for the correction and reformation of juvenile offenders; that they should be established in agricultural districts near to some railway, but at a distance from large towns and populous villages; and that the division of the country into districts, suggested by the late Reverend Whitworth Russell for this purpose, might, with slight alterations, be followed. These reformatory schools must be in effect juvenile prisons, since compulsory detention therein can only be by the authority of the magistrate. It does not follow from their being established under the same authorities as a prison, that therefore they may not be assimilated to schools. An ordinary boarding school for the sons of the wealthy has implied authority for detention and correction, if required, vested in it; therefore the only essential difference consists in legal powers being given for such purposes, the other distinctions being

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being merely matters of detail. There should be a strictly correctional ward or division, as proposed in an article on reformatory institutions, inserted in the "Edinburgh Review," October 1851, into which each new inmate should be received, and in which the more confirmed in crime and ill disposed should be retained for a sufficient period to allow of reformatory influence being fully brought to bear on them. It should be attached to each school under the same general superintendence, but with special regulations as to the diet, labour, and separation of its inmates. The time in this ward might vary from a few hours to five or six weeks, corresponding to the time for which they are now imprisoned for trifling offences, except that as such temporary confinement is only to be regarded as preliminary to other discipline, it should generally be of very short duration. There may be no need of high walls, iron gratings, bolts, and bars, such as characterize common gaols; but it would be necessary to have such a ward for the correction of refractory and disobedient conduct in these institutions. The discipline of such reformatory schools should combine correction with reformation. There should be suitable and continuous labour for the employment of the children, as well as instruction in secular, moral, and religious knowledge in all the economy of the establishment. There should be the firmness of the law and the kindness of the gospel.

In order to remove temptation from those parents who are extremely destitute, and who are financially and socially incapable of keeping their children, after attaining a certain age, from destitution and from the antecedents of crime, I would propose that these parents should apply to the guardians of the poor for their children, when without employment, to be received into the union or into the pauper industrial school (when there exists one in the district); and if such application is disregarded, there should be an appeal to the magistrates, who would consider the reasonableness and necessity of such a request on the part of the parents in order to keep their children from crime. To this, also, there will be added the removal of all temptation from the poor-law authorities to disregard such applications, as, by the proposed plan, they would have to pay towards the expense of the maintenance of the children, if sent to the reformatory schools. Thus it will be their interest, if they regard the mere expenditure of money, carefully to consider the condition of such families, and to take those measures which will equally protect the children, the parents, the public, and themselves.

As it respects those who are able to maintain their children, I would propose that on no account shall they be released from the duty prescribed by laws, human and divine, wherever it is possible to enforce it. If their children fall into crime, they must bear the expense, or as much of it as their means shall admit of, in the judgment of the magistrate, that has been incurred for the support of their offspring in the reformatory schools. This cannot be considered too severe, as all parents must bear the burden of supporting their children until able to maintain themselves. Besides, if they are depending on their parents before the commission of crime, there is no additional burden imposed on the parents by their being expected to contribute towards their children's maintenance while under reformatory measures.

I am not indifferent to the objection that may be raised against such institutions, on the ground of their offering a premium to crime, by inducing negligent and vicious parents to urge their children to the commission of offences against the laws, in order that they may be free from the trouble and expense of maintaining them. This objection, plausible as it may appear, has really no support from experience gained in the existing reformatory institutions in this or in other countries. There would be many ways of checking such parental heartlessness after it became evident that such were necessary; and I conceive there may be, even in the primary organization of these institutions, positive hindrances to any unnatural conduct of this kind. Such parents as those who, it might be supposed, would act thus from debased principles, generally make use of their children to support their own vices, and the greatest punishment that can be inflicted on them is to remove their instruments of working out their ungodly deeds. Besides, the present system offers them every facility for getting rid of their children. They can and do expel them from home; they tempt, if not actually drive them to a vagrant and criminal life, and no deliverance from parental responsibility can be more perfect than is effected by the present incarceration of children. But it may be said that the honest but destitute poor will have at least a strong inducement to neglect their children, and induce them to enter on a course of life

life which will qualify them for such schools. To this I reply, that there appears to me no probability of there being more temptation from these projected schools than from the present gaols, while the removal of the children to a distance (as must generally be the case), the disgrace which would attach itself both to the parents and children, the separation between these parties for a much longer period than under the present system, the probationary ward, the strict discipline, the labour without wages beyond maintenance, and a coarse though plain diet, will be sufficient to check such attempts to abuse the objects of these reformatory efforts. This proposal, moreover, is not fairly open to such an objection, as these schools will be modified prisons, adapted for the purposes of punishment and reformation. I say "of punishment," since its discipline may be so called, as much as that which is inflicted in prisons; and of "reformation," since they will afford more opportunity of effecting this object, which, as well as the former, is recognised in existing Acts of Parliament. Moreover, by introducing the liability of parents to support their criminal children while in these schools, we assert a principle of society and law of nature hitherto totally disregarded. The duty of parents to provide for their children will be thus kept prominently before the public. Even a small sum per week should be levied, where more cannot safely be demanded without involving the parents in the absolute necessity of becoming paupers or criminals. By either of which results society would incur heavier expenses than by supporting the children.

The parents I propose to make answerable to the parish for the expenses, to the utmost of their ability; and the parish (being the next in responsibility), I consider, should supply the deficiency, and be answerable for a sum, the maximum of which might be a little more than the cost of a child in the union house or pauper industrial school; while the borough or country should pay the remainder. In cases of extreme destitution, the principle of parental responsibility for a certain sum may be inoperative, still the power of enforcing it wherever practicable will be a sufficient check to guard these schools against the dangers referred to, while the timely expenditure of money from the poor rates may prevent the child and the family becoming permanent paupers.

It is desirable that the expenses of such schools should be apportioned as nearly as possible to the same funds which now support these classes of children. I would, therefore, further suggest that the primary outlay for building schools, purchasing or renting land, should fall on the Consolidated Fund, as by these establishments the expenses of criminal prosecutions will be greatly diminished. In order to carry out the reformatory plan proposed, it would be necessary to enact some such legal provisions as the following:

1. The establishment of reformatory schools should be under the same authority and provisions as an Act passed in the fifth and sixth years of the reign of Her present Majesty, intituled, "An Act to encourage the establishment of District Prisons." Such schools should be considered district prisons for juvenile offenders, for the sake of bringing them within the operation of this Act, which provides for money to be raised for building, rebuilding, &c., for the union of counties and boroughs, and for the appointment of a joint committee for all purposes connected with such establishments.

2. It should be lawful for any child under 16 years of age, after conviction of any offence (before any two justices of the peace, police magistrate, chairman of quarter sessions, or judge of assize), to be sent to these schools for a period not less than two months, and not more than two years.

3. In any cases where it is believed to be the first offence, it should be lawful to receive bail for good behaviour, or it might be dealt with very leniently; but if it should be a second conviction, the child should be committed for a considerable length of time, not less than six months.

4. On the application of the joint committee, the same authority by whom any child is convicted should have the power to cancel the commitment, or grant any mitigation of the original sentence.

5. The parishes to which the children committed to such reformatory schools belong, should pay to the treasurer of the reformatory schools a fixed sum, say 3*s.* or 4*s.* per week (*see* 5 & 6 Vict. c. 53, s. 23,) for each child, towards its maintenance, instruction, and detention, to be applied by him towards the expenses of the school, as the committee shall direct. And for those cases of children whose place of settlement may be unknown, doubtful, or disputed,

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the overseer or relieving officer of the district, on the part of the guardians of the union in which the committal of the child takes place, should pay the like sum on behalf of the parish, or from the common fund of the union, with power to reimburse this fund, by order of the justices in the parish of the child, whenever discovered. The remainder of the cost should fall on the county or borough rates, according to the provisions of the Act to which I have referred.

6. The parents of any child ordered to be detained in these reformatory schools should be liable to pay to any parish or union any sum in accordance with the amount before fixed which the parish or union shall have paid in respect of the child.

7. To effect this, the overseer or guardians should apply to the justices of the peace for an order upon the parents to pay the whole or any part of the weekly sum; and the justices should, after hearing both sides, make such an order for the payment of part or the whole, upon the parents, as may appear to them just and reasonable under all the circumstances of the case.

8. Any two justices of the peace should have the power to order any child belonging to the union of the district, under the age of 16, who may be *in statu pauperis*, or in a destitute condition, and in their judgment in immediate danger of becoming a vagrant or a criminal, with the consent of the responsible parent or relation in charge of the child, to be sent to the workhouse or pauper industrial school, and to be detained there until the child is 16 years old, or until the overseer or relieving officer, or responsible relation, shall give such reasons for the discharge of the child as shall be satisfactory to the justices.

9. It should be lawful for two justices of the peace or police magistrate to give an order of admission to the union workhouse, or pauper industrial school, or reformatory school, for a child under 16 years of age, who is declared to be disobedient to his parents, and requires such restraint as the parent is unable to impose, provided such parent is not earning more than, say 20*s*. a week, and is willing to pay for the maintenance of the child, and to find two sureties, besides himself, for the payment by weekly instalments for a period not less than three months. The amount of such weekly payments to be fixed by two justices of the peace, or police magistrate, after receiving the report of the overseer or relieving officer of the district as to the circumstances of the parent.

10. It should also be necessary to obtain an order from two justices of the peace, or police magistrate, for the discharge of the child before the expiration of the three months, the parents paying all expenses connected therewith; or, supposing the parent desired the child to be retained longer than the period named in the first order, another order should be obtained to warrant the required extension.

11. Then I would propose that the responsible parent of any child placed in the workhouse, pauper or industrial school, or reformatory school, and whose maintenance, in whole or in part, is being paid for by the parish authorities, may be required to render every month a true and faithful account of all sources and means of subsistence during that time, to the overseer or relieving officer of the district, and on neglecting to do so, may be summoned before the justices; and if it shall appear to them that the parent is able to contribute to the cost of the child, they shall, for the first offence, fine the parent a small sum, to be recovered as a debt, and for the second offence it should be lawful to award such punishment as would be administered for leaving the child chargeable to the parish.

12. Also, that a responsible parent having a child in either of these institutions, upon proof of having quitted the neighbourhood or boundaries of the union district without giving notice to the overseer or relieving officer, and without obtaining an order from a justice of the peace, should be considered as deserting the child and leaving it chargeable to the parish or union, and dealt with according to the provisions of the Poor Law Act.

13. And further, that the magistrates, on the application of the parent, or the overseer or relieving officer, may make such alterations every three months in the amounts to be paid for such children as information respecting the circumstances of the parents may justify.

14. If any child abscond from a reformatory school, for the first offence he should be returned to the school, and it should be lawful for any two justices of the peace or police magistrate to order separate confinement for a period of not more than 28 days; for the second offence of this kind, the offender might be privately

privately whipped, and kept in separate confinement for a like period; and for a third offence, the whipping might be repeated, and separate confinement might be extended for three months.

15. The joint committee (5 & 6 Vict. c. 53, s. 12) should have power to purchase or rent land and buildings for agricultural, gardening, and industrial training in such reformatory school, to the extent of half an acre per child.

16. The chaplain should also be the governor of the reformatory schools; but it should be left to the discretion of the joint committee to appoint another person as governor in cases where they might consider it necessary.

17. It should be unlawful within a certain period, after the passing of an Act comprising these provisions, to send children charged with or convicted of an offence punishable by summary jurisdiction, to a common gaol; but for offences that are not cognizable at a summary tribunal, they may be treated as adults until removable, according to the order of the recorder or judge, to a reformatory school.

The justices on the commitment of a child for trial being invested with large discretionary powers of taking bail for the appearance of prisoners at their trial, should exercise their power more frequently, and extend it as often as possible to children. To whatever degree of perfection the discipline of prisons may ultimately be brought, it is obviously far more for the interest of the community that the offender should be at large previously to trial, upon proper security, than that he should become the inmate of a gaol. The moral atmosphere of a prison is replete with so much injury to the character of a youth, that independently of the corruption arising from the companionship of the hardened and depraved, his acquaintance with the interior of a prison produces impressions the most unfavourable to his reformation, while there attaches to the boy who has once been in an ordinary gaol a disgrace which adheres to him through life. For these reasons, I am of opinion that the commitment of a boy to a common prison should always be avoided, where it can with propriety be dispensed with. The establishment of these institutions for juvenile offenders should be places of correction and schools of reform. The discipline should consist of constant, regular, and laborious employment, combined with secular, moral, and religious teaching; obedience to authority and diligence at work should be strictly enforced; every effort should be made to instil into their minds right views of the duties of life, of virtue, and religion. The inculcation of principles that would contribute to self-respect, and of motives that would produce self-restraint, should be carefully taught, that they may scorn mean practices and boldly combat their evil inclinations. Their past life should only be referred to for the purpose of leading them to a better; the sins and crimes that they may have committed should be wisely reprobated, while the policy of honesty and the advantage of godliness should be frequently commended. There must be more of influence than of force in their training, more patience in the master than rebellion in the school, more hatred of evil than punishment on its commission, more toil to save than determination to rule, and more faith in love than dependence upon law. Sympathy in their sorrows should be felt, and on fitting occasions readily expressed, while any license to their sins should be most carefully and positively avoided. Christian principle should constrain the chaplain or governor to watch for the welfare of the children as one that must give account; yet he must be armed against their disobedience and deception by the knowledge and observance of human nature. Their physical powers should be developed and strengthened by labour; their mental capabilities should be called into frequent exercise; in a word, they should, by suitable training and instruction, be qualified for an industrious, active, and useful life. They must have something placed before them as an object of hope; without this few will be reclaimed, and we know no better prospect to set before them than emigration to one of our prosperous colonies. This will effectually remove them from the temptations of their old companions, supply more regular and active employment than can be guaranteed to them at home, and start them in a new world, where they can advance themselves by industry and honesty. In the words of those whose experience and observation well qualified them to advise on such a subject, I venture again to repeat, "that in any measures for the prevention of juvenile delinquency, the provision of a well-regulated channel of emigration is quite essential." The committee should be enabled to offer the advantages of emigration to any child after attaining the age of 16; and with the consent of the same authority that placed him in the institution, and of his near relations, they should have power to send him to one

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of our colonies, where previous arrangements should be made, so that on his arrival he might be immediately and equitably apprenticed to respectable parties. There are many other observations that, perhaps, I ought to have made in explanation of this plan, and without which, perhaps, some of the provisions may appear either novel or unnecessary.

218. Do I rightly understand that the two principal requisites to complete the working of the school according to your plan are, power on the part of the magistrates to send children there, and to detain them there, and power to levy the cost upon the parents and parishes where it is possible?—More than these will be required; there are two classes of children to be dealt with; those that require to be placed in a reformatory school, and those which may be dealt with by the union house schools.

219. I understood you to put aside from your consideration those to be dealt with in union schools, and that we are now considering simply reformatory schools; and I ask whether the two main requisites for fresh legislation, in order to carry out your plan of a reformatory school, are not, that power should be given to the magistrates to send children there and detain there, and that power should be given to levy the cost upon the parishes, and upon the parents, where possible?—Those are included, but there are more; I wish that the magistrates should have considerable discretionary power in the disposal of the delinquent children that are brought before them.

220. Do those two heads include all the suggestions as to what it is necessary to legislate upon?—The magistrates want at the present time more power over the pauper schools in the country.

221. The question refers simply to reformatory schools?—They are so mixed up together that I can scarcely separate them; a child may be brought before a bench of magistrates who has not committed any criminal offence, but the magistrates might say, "From the destitution of the child, from his being found in the streets without parents, we think that the child should be taken into the pauper school."

222. Can you not sufficiently separate the pauper schools from the reformatory schools, to tell the Committee what legislative measures are necessary to carry out your plan of reformatory schools?—I think any measure that did not take into consideration the prevention of destitute children falling into crime by means of placing them in pauper industrial schools, would be a very imperfect one.

223. Mr. *Miles.*] By "pauper schools" you mean union house schools?—Yes, and the pauper industrial schools, which are in some parts of the country distinct establishments from the union houses; I wish they were so separated throughout the kingdom.

224. Sir *W. Jolliffe.*] It would be essential to your plan that the magistrates should have the power of sending a child to the union workhouse school as a punishment for certain small offences?—Yes; such as absconding from union houses; being found in outhouses at night, guilty of acts of vagrancy. In regard to those cases, which are perhaps more than half the cases with which the magistrates have to deal at present, it would be far better to send them to the union house than to send them to a reformatory school; because we do not want to increase our number of criminals by sending them to reformatory schools, any more than to the gaols.

225. *Chairman.*] Taking both schools into consideration, are not the powers required, in order to carry out your plan, twofold; a power to commit the children, and a power to levy the cost?—If these institutions were established under an Act of Parliament, embodying the provisions to which I have referred, the magistrates would have the power of committal or detention, and they would have, in addition, the power to levy certain costs upon the parish, or upon the parents.

226. Is the Red Hill school a model of such a school as you wish for?—No; I think Parkhurst modified is much more like the school that I have contemplated in my plan.

227. Neither Red Hill nor Parkhurst are models of what you wish?—No; because Red Hill is more on the voluntary system; and something between the two is desirable, which might combine the authority of a prison with the advantages of Red Hill.

228. Are the Committee to understand that the correctional ward which you suggested

suggested in the proposed school is for special cases, or for the punishment of faults committed in the school?—The magistrates making use of those reformatory schools instead of gaols, might frequently say that a child ought to be kept in the correctional ward for a week or two, or more, and discontinue the use of the gaol for children, except for very heinous offences.

229. Then it would be a provision for offences which the children had committed before they were sent to the school, and not for offences committed in the school?—It might be also for offences committed in the school. There is the same provision made at Mettray. I visited Mettray a few years ago, and I found a correctional ward there, with 20 or 30 children in it.

230. I understand you to regard corporal punishment as a necessary part of your system?—I think it is not necessary, but I see no objection to give the magistrates the power to authorise it.

231. About how many such schools do you contemplate being formed in the kingdom of England?—I think about 50.

232. About at the rate of one per county?—Yes.

233. Do you propose them to be actually county institutions?—I think very frequently it would be more convenient, at first, for counties to co-operate, or for boroughs and cities to unite. For instance, it would be convenient for Bath and Bristol to co operate, being two contiguous large cities. Therefore it would be well that they should fall back upon an Act of Parliament empowering them to do so.

234. Sir *J. Pakington.*] Have you ever considered whether, in the event of district schools being adopted by the Government of this country, the best plan would be to devote some one or more of those district schools to the imprisonment of juvenile offenders, so as to embrace districts upon a very large scale, and not to connect them with particular boroughs or particular counties?—Yes; but I have proceeded upon this principle, that the same parties who bear the expenses now should bear the expenses then, and that the same parties who commit the children to those schools should have authority over those schools, or be represented in the authority over those schools.

235. You mean that you would prefer a local jurisdiction to a central jurisdiction; but upon the principles which you have laid down with regard to imposing pecuniary punishment upon the parents of criminal children, might not either course be adopted; might it not be either a central or a local system?—I do not think there would be the same exertion made to get money from the parents unless there was a local charge.

236. *Chairman.*] Would the districts for which you propose pauper schools be similar in size, or actually coincide with the districts for which you propose reformatory schools?—The pauper schools are now in operation in connexion with the unions. In connexion with every union at the present time there is now an industrial school; in our Bath union, for example, there are 200 or 300 children.

237. Then you do not contemplate pauper schools upon such a scale as those reformatory schools?—No; there is no need of fresh legislation to establish pauper schools, because they are already established; except in that particular, that we look for a time when they shall be separated from the unions.

238. Then the two would not be similar in size?—No, they need not be.

239. You propose that the management of the reformatory schools should be by the magistracy?—I do.

240. Do you in any way contemplate voluntary assistance to, or visiting of such schools?—I do not think you can combine the two.

241. You are not afraid that, in placing them wholly under the magistracy, and declining voluntary aid in the management, you would lose a great deal of local interest in those schools?—You might; but the difficulties would be exceedingly great in making them partly voluntary and partly under authority.

242. Even though the voluntary assistance was placed under the control of the official superintendent?—I think so.

243. Mr. *Miles.*] Have you read Colonel Jebb's evidence, given before this Committee last year?—Not very accurately; I saw some part of it.

244. You and he both think, that in the case of a criminal child it would be necessary, first of all, in a certain degree, to punish: do not you think that the punishment might take place, as at present, in the goal or the house of correction, only for a much shorter duration; and that after that has taken place, then

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the child might be at once transferred to one of those schools?—I do not; I think it is one of the most essential things connected with this improved system, to get rid of the connexion of the child's early associations with the prison.

245. But would not one of those juvenile reformatory schools stand only in the place of a prison, as far as juvenile offenders go?—But they would be looked upon very differently. They would take the position of those industrial schools to which I have referred.

246. Do not you think that public opinion is generally more directed against the crime committed, than against the having been in prison for that crime?—The public do not sufficiently discriminate upon the nature of crimes punished within gaols. Children being sent to common gaols, to which felons, burglars, and highwaymen are sent, and dealt with in the same way, although they may have been merely found begging in the street, or wandering about without a home, are classed among the criminals.

247. But under the system of separate confinement, they can have no association with the elder class of criminals?—No: but the stigma itself is a serious one to impose upon a child.

248. Whatever stigma formerly existed, when all the prisoners were associated together, is it not very much reduced in the public mind, since it is known that those children are not associated with elder criminals?—Very little difference has taken place, if I may argue from the difficulties that discharged prisoners have in getting a livelihood after they leave the gaol.

249. I understand you to state that power should be given to magistrates, instead of committing to gaol, to commit to those reformatory schools for a period as short as two months. Now, in the case of a child sent to a reformatory school for two months, would there not be great difficulty in getting him immediately afterwards taken into employment?—Nothing like so great a difficulty as that which now exists.

250. Do you think, looking at your plan as a reformatory plan, that a period of two months would be sufficient entirely to reform the manners of a child, and to turn out one who had entered upon a criminal course as a reformed person?—I have stated that that might be the minimum, and that the maximum might be two years.

251. Do you think two months would be sufficient?—It depends so much upon the case.

252. If all the evidence which we have relative to existing institutions goes to show that a short period of detention in those reformatory schools would lead to no good effect, would not you qualify your answer upon that subject?—I think the magistrate should have a discretionary power between the maximum and the minimum. I have put two months as the minimum, and I should have no objection to any length of time for the maximum.

253. I understand you that you would extend the proposed powers even to children who are refractory at home; you would allow them to be sent to these schools?—Yes; I have now a case of that kind in the gaol, a little boy of nine years of age, who has been a little thief at home. His mother came to me last Saturday weeping, to know what was to be done with this child. Now, you have no means of dealing with such a child after the twenty-one days are expired, except by sending him to an industrial school; but if the child thinks proper to run away from the industrial school, you cannot detain him.

254. But that is a child who has committed a crime. I understood you to say that, in the case of children who are refractory at home, and whom their parents cannot keep in order, you would allow them, upon the payment of a certain sum, under the direction of the magistrate, to send those children to the reformatory school?—Yes; because those parents, I think, would be induced to go to the magistrate, and to say that they had great difficulties of this kind in bringing up their children, and that they were desirous for them to be received into a reformatory school, without making a formal charge of felony or criminality against the child.

255. Do not you think that there would be a better chance for a child who was only refractory, if he was sent to a good union school rather than to a reformatory school?—I have provided for that; I have said that the magistrates should have the power of sending to either; that the magistrates should not be compelled to send to a reformatory school those cases which could be better dealt with in an industrial school connected with the workhouse. I will give a case in point

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There was a poor woman whose husband died in a madhouse a few months ago. Two of her little boys became criminal. One is provided for by sending him to an industrial school, and the other we provided for by getting a free pardon from Her Majesty, and sending him to the Red Hill School at Reigate; but the third I found in the streets commencing the life of a vagrant. Upon which I appealed to the guardians to take this child into the union-house school; they immediately sent for the mother, and said, You and the whole family must come into the union. The mother refused to go into the union. At length she absconds, and leaves her children to the parish, or, it may be, in the streets. Now in such a case as that, it would be very much better if the magistrates had the power of at once sending such little vagrant child to the union school before he committed any actual crime, the father being dead, and the mother being unable to do more than to get a living for herself and the other children.

256. But in the case to which you have now alluded, you state that of the three children that were left fatherless, two were provided for in the criminal institution, and that one was left, and that the mother then, directly she was told that she must come into the union with the child, absconded, so that the child was left a vagrant; surely, then, the guardians might have dealt with that child upon application being made to them?—But the difficulty is this. The mother receives out-door relief for the children, but is incapable of bringing them up; they fall into criminal life, and when the guardians are asked to take the third child into the union, they say to the mother, You shall come in with the whole family, whereas she would rather die in the streets than go into the workhouse; and whenever the mother comes back, she is liable to be sent to prison; so that my application to the guardians is made a reason for punishing the mother.

257. Sir *J. Pakington.*] Do not you apprehend that if your suggestion were carried out it would afford a temptation to the mothers of families to make some of their children vagrants, in order that those children might have the advantage of an education in the union house?—No; I have carefully considered the question, and I know the difficulty to which you refer; but I think it will be seen that the plan that I have suggested makes provision to meet that objection, because I say the parents, according to their means, shall be obliged to pay for the child. But those who are received in the union house are destitute children; and there are at the present time some thousands of children in the country, partly supported by out-door relief, who are uninstructed and unprovided for, and training up as criminals.

258. Mr. *Miles.*] But surely if you come upon the mother who now refuses to maintain her son, and demand payment from her, would not that lead her to do what she has done, in fact, to abscond?—This mother was receiving out-door relief at the time of the application, and therefore was destitute.

259. I understand that the mother absconded when she was ordered to take care of her child?—She absconded because she was ordered to come into the union.

260. How would your position be improved as to obtaining payment from the mother, supposing an order was made upon the mother, and the child were sent into the union house; would not she immediately abscond?—I have stated that in the case of such a child as that, I should have felt it my duty to have taken him, when I saw him begging, to the magistrate, and have stated that this child was found in the streets acting in this way, and begged him to give an order for his being detained in the union house. The mother, maintaining the rest of her children, might still receive relief as before.

261. As I understand the case which you have stated, the mother is maintaining now her other children?—She was ordered into the union house in consequence of this child being found a vagrant, on my complaint; and the mother, having a dislike to go to the union, prefers running away and leaving them all chargeable.

262. Supposing you altered the law, and that an order for the payment of 2 *s.* per week was made upon her for the maintenance of that child, and the child was taken into the union house, would she not abscond?—No, because she is perfectly destitute, and no order could be made upon her, because she is a pauper; she is receiving 1 *s.* a week for each child, and a loaf; and therefore, with regard to this particular child, the only difference would be, that he would be supported by the parish in the union house, instead of being maintained by the mother, who receives out-door relief on behalf of the child.

263. Then of course you must come upon the parish for payment instead of the mother?—Yes.

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264. Would not that have the effect of driving a great many mothers to throw their children upon the parish who do not now do so?—They are thrown now upon the gaols; a poor woman in those circumstances cannot possibly maintain three or four children, and watch over them, and earn her daily bread too; I have seen a great number of families of this description take to a vagrant life; widows attempt to bring up their children on out-door relief; and they find that a child, when the father is dead, becomes refractory. What are they to do. They cannot exercise that authority which the father perhaps might; even if they have a father, the father is often out at work from six in the morning till six or seven at night.

265. But taking the case of a woman with a refractory child, receiving out-door relief, how would it be possible that that woman, supposing she has the greatest difficulty in maintaining her children, could pay obedience to an order made for their maintenance?—In such a case as that, there could be no order made. I have stated that it should be according to the parents' means.

266. Then would not it have the effect of greatly adding to the burden of the poor laws?—I do not think it would; it might increase it to a small amount, but it would produce a great diminution in the criminal expenses of the country.

267. Sir *J. Pakington.*] In the case which you have described, you contemplate that the child shall be sent to the union workhouse, not to the reformatory school?—Just so.

268. Have you ever considered, in the event of the extensive establishment of reformatory schools in the country, where you would draw the line as to the class of children who might be admitted to those schools?—I think the magistrate before whom such cases were brought would be the best party to decide that question. Therefore I would leave with him a discretionary power to send the child either to the one or to the other. Here is a child brought up as a vagrant; the magistrate would rather send that child to the union house than to the reformatory school. If that child is a notorious thief, the magistrate would send him to the reformatory school. But I have met with numbers of cases of this kind; children found sleeping in the street at night, and brought up by the police in the morning before the magistrate, and sent to gaol. I should be very sorry to see a wholesale system at work to sweep all the little destitute children into the reformatory schools, because I do not think that would meet the present emergencies.

269. Then your plan is, that in the event of the establishment of reformatory schools, and in the event of no change in the present poor law being made, it should be left discretionary to the magistrates whether they would or would not send the children to the reformatory schools?—Yes.

270. Mr. *C. Legh.*] You consider it absolutely essential that the union schools and the reformatory schools should be connected in the same plan?—That they should be connected in the same legislative measure.

271. Mr. *Miles.*] Is there not the greatest difficulty now in getting proper masters for these establishments?—There is a difficulty; but I think, when Kneller Hall shall be carried out, there will not be that difficulty. I apprehend that Kneller Hall was intended to prepare schoolmasters for unions and gaols, and for such institutions as reformatory schools.

272. The greater the number of those schools, will not the difficulty be greater in finding proper masters?—Whenever we have wanted a master for our industrial school, there have been several candidates; perhaps not all eligible; but still I have no doubt that hundreds could be readily found capable of carrying out such institutions.

273. You have been at Mettray?—I have.

274. Do you think that if we were to establish reformatory schools, it would be necessary at the same time to adopt that very strict supervision that takes place at Mettray?—Mettray is more of a military establishment; everything is done by military order. It is quite French in all its arrangements. Even at their play, every change takes place at the sound of the bugle, in military order and precision. It is quite un-English.

275. But still they are divided there into families?—They are.

276. And over each family a young man is set?—Yes.

277. Those families consist of about 18?—Rather more, I think.

278. Do you think it would be necessary, in order to carry out the system as well as it is done at Mettray, to have the same description of supervision?—I think that houses giving lodgings to 40 or 50 would be sufficiently large.

279. Over each lodging would you place a master?—A subordinate master.

280. The expense of that would be considerable?—It would.

281. Do you think that if those schools were established they should be established on a large scale; not in every county, but in different parts of the country?—Yes, I think so; at any rate, at first. I think some half dozen or 10 would be sufficient to try the experiment at first. I have no doubt that if national education should be carried out, as we hope one day to see it carried out in this country, it would diminish the number of children now coming under the class of destitute criminal children by one-half.

282. Colonel Jebb is of opinion that these district reformatory schools could be well carried out by taking the judges' circuits as the districts, and placing the schools as nearly as possible in the centre of those circuits. Would that, in your opinion, be a good plan upon which to commence at first?—A very good plan indeed.

283. How then would you manage the schools. Would you place them as Parkhourst is placed, under the direction of Colonel Jebb, as inspector of prisons, or would you place them under commissioners, or under magistrates?—I think that depends upon who the party is upon whom you levy the funds. If the funds come from the Consolidated Fund, then the management of the schools might be under the Government; if the funds come from the boroughs or counties from which those children come, then I think I would place the management under the magistrates of the boroughs or counties, as long as the gaols are managed as they are at present. The time may come when the gaols will be entirely under Government; then, I think, these schools might be under the Government too.

284. Do not you think it would be well, as a commencement merely, to take criminal children that have been convicted, and to place them in those reformatory schools under good superintendence, and to see the moral effect which the alteration of the system would have upon those children?—You might do that; but I conceive that there would be a loss by so doing in another way, because I hold the parishes to be in the second place responsible for those children, and therefore, if the parishes could get their children taken on the Government funds, there would be less care on the part of the relieving officers and guardians, than there is at the present time over those children.

285. Immediately a person is convicted now, all the expenses after that conviction are borne by the Government; do you think it would be considered fair for the country to throw the expenses now borne by the Government upon the different parishes?—I believe that the expenses borne by the Government are limited to those cases that are tried at quarter sessions and at the assizes; not the summary jurisdiction cases.

286. The question referred to convicted felons?—That would leave three-fourths or five-sixths of the children at present requiring our attention out of consideration.

287. Would it not be safer to go upon that more limited system than to adopt the plan of establishing 50 schools over the country, as you have proposed?—I think that by that plan there would be a premium offered to parishes and parents to let their children become criminals. Children would still be trained to a prison life, there would the same injustice and severity towards them, and reformation would only begin after they had graduated at the sessions or assizes.

288. *Chairman.*] You stated, in answer to the question under whose government the schools should be, that if it were a national affair they should be under the Government; and if a county or borough affair, under the magistrates: now, suppose the plan were adopted of making the districts at first coincide with the circuits of the judges, under whose management should the schools be then?—They must be under the Government; but they would not take in one-twentieth of our present destitute criminal children; in fact, I do not know that you would have 100 children to put into such institutions; because, by Sir John Pakington's Act, children do not come to trial before the recorder or the chairman of quarter sessions till they reach a certain age; those for trial are generally above 16 years.

289. Sir *W. Jolliffe.*] You said that you thought that the system of the Red Hill School would be rather too lenient a system for the reformatory schools, and that Parkhurst was somewhat too severe?—Yes; I think that a combination of the two might be judiciously made.

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290. Are you well acquainted with the system carried out at Red Hill?—Somewhat; I have visited it several times.

291. Have you visited Parkhurst?—I have.

292. Lately?—Not during the last two or three years; but I have a high opinion of Parkhurst.

293. Mr. *Milnes.*] On what ground have you formed the opinion that the discipline at Red Hill is too indulgent?—The majority of the children at Red Hill come now from parties who pay for their support, and therefore the children are not legally detained in Red Hill at all, except those that are sent there as convicts; and the question is, whether even they can be, under the existing laws.

294. I understood you to say that, as a matter of discipline, you did not consider the discipline of the Red Hill establishment sufficiently strict?—My doubt is not so much with regard to discipline as with regard to management.

295. Have the number of boys who have run away from Red Hill, or those who, while resident there, have been guilty of any breach of the law, been sufficient to authorise such a supposition?—I think we should be liable to that; we could not expect to meet with men so adapted for their work in a general way as Mr. Turner, and therefore we must expect, if a system of that kind were carried out, that children would run away, and therefore you must be provided with a remedy for such contingencies.

296. You would consider that the remarkable success of the establishment at Red Hill is to so great an extent due to the peculiar talent and exertions of Mr. Turner, that it can hardly be taken as a certain example to follow with regard to establishments in general?—You may meet with a few men who are naturally qualified for such work, but in carrying out a national scheme, you could not calculate upon it to any large extent.

297. *Chairman.*] You would depend much more upon keeping those children by attachment than by restraint?—I would say, make your institutions as much like Red Hill as you can. But, knowing practically what difficulties there are in meeting with the sort of men exactly adapted for such work, you must take that into consideration, and provide accordingly.

298. If your objection to Red Hill is that it does not sufficiently secure the boys, what further security would you propose?—Red Hill, no doubt, secures the detention of those who are sent by the Government; but those who are not sent by the Government can be drawn away at any time.

299. What additional security would you propose?—That none should go there but what are sent by the magistrates.

300. What legal power would you give?—The legal power I suggest should be an order by the magistrates for their being kept there two or three months, or more.

301. To be enforced by penalty?—By the punishments I have stated in the case of their running away.

302. Mr. *Milnes.*] You said that the cost of a boy in the reformatory school was much less than in the gaol at Bath; but I suppose they clothe them in the gaol?—Yes; and we clothe them in the school too.

303. Is there any difference in the diet of the boys in the school, and of the boys in the gaol?—I think the diet of the school is better.

304. Of a higher class?—Yes.

305. Sir *W. Jolliffe.*] Do not the additional earnings in the school, over those which would be obtained in gaol, make a great difference?—They do.

306. *Chairman.*] Is there anything else you wish to add?—I have several tables connected with the subject of the expensiveness of the present system that I would beg to be admitted.

307. Mr. *Miles.*] Have you made any calculations relative to the present expense caused to the country for the detention of those juvenile criminals in prison upon conviction, as compared with that which would occur under the reformatory school system?—I have.

308. Will you give the details to the Committee?—I have here, "An estimate of the expense to the county of the 55 juvenile prisoners, committed to prison for the first time, at the new Bath gaol, during the year ending the 1st July 1844. The probable or approximate cost of these is as follows: Proportion of expenses for these 55, at different times, in the new Bath gaol, during the six years ending the 1st July 1849, amounting to 27½ years of punishment then inflicted, which at 22*l.* a year, is 601*l.*" "Proportion of expenses for 10 of them who have been transported from Bath, calculating that they will be a public burden

burden for only half their sentences, amounting to 50 years, at 25 *l.* a year, 1,250 *l.* To 144 summary committals by magistrates for warrants, summonses, &c., estimated at 7 *s.* 6 *d.* each, 54 *l.* To 57 committals to Bath gaol for trial, prosecutions, rewards given by property protection societies, &c., averaging 10 *l.* each, 570 *l.* To maintenance of those 55, for six years, while out of gaol unemployed, living at unions or by begging, supposing that they honestly maintained or supported themselves for half the time of the 252 ½ years while out of gaol (the 77 ½ years under punishment being deducted), which gives 126 ¼ years for this item, at 8 *l.* per annum, 1,039 *l.* To property destroyed, robbed, or lost, over and above the amount necessary for their support, supposing this item equal to the preceding, 1,039 *l.* To rent of cells in gaols for 77 ½ years, at 6 *l.* per annum, 465 *l.*" Making a total of 5,018 *l.* "To maintenance for five of them known to have been transported from other places, calculating only half of the usual sentence of ten years, 625 *l.* To maintenance of some of these known to have been in other gaols for offences committed and punished elsewhere, for five years, at 20 *l.* a year, 100 *l.* To expenses of prosecutions, five being known to have taken place at 25 *l.* each, 125 *l.*; rent of cells for these during 29 ¾ years, at 6 *l.* per annum, 180 *l.*;" making the total expense to the country of those 55 prisoners for the six years subsequent to their first committals, 6,048 *l.* Then see what is the position of the country with regard to the result on those 55. At the end of six years I found, that out of those 55 children there were 15 transported, there were five dead, five were living by honest means, and had not been re-committed, and there were 30 subsisting by precarious modes, who had been re-committed to prison (some very frequently) during the six years, and who might be considered still as belonging to the criminal classes, and ready to be put into prison, or to be dealt with by transportation or otherwise the next time they were convicted. If we assume that there is the same proportion of unreformed juvenile criminals all over the country, as I have shown here in Bath, the expense must appear to be most enormous, and you are aware that, at Liverpool, it is calculated that there are 700,000 *l.* a year expended in one way or another, or lost, to the borough of Liverpool through criminal persons. Taking these as my data, I would consider then the number of first committals every year. In the Government returns they are generally about 8,000; 5,000 of whom are every year added to the criminal class by the present system. Carrying on our calculation, and considering the consequences to the country for 10 years after their first committal, we should find that the present cost to the country of juvenile delinquents cannot be estimated at a sum less than 1,000,000 *l.* a year, taking these various items under consideration. I will hand in a Table giving an estimate of the expenses incurred by the present mode of dealing with juvenile offenders.

[*The same was delivered in, and is as follows:*]

TABLE.

ESTIMATE of the Expenses incurred by the present Mode of dealing with Juvenile Offenders.

ESTIMATE, No. 1.

	From Returns moved for by Mr. M. Milnes.		From Home Inspectors of Prisons Report.	Triennial Average on 1847-8-9.
	1847.	1848.	1849.	
No. (1.) Children committed to prison for the first time - - - - -	7,345	7,992	7,316	7,551
(2.) Juvenile old offenders committed -	3,850	3,764	4,314	3,976
(3.) Total number of individuals committed	11,195	11,756	11,630	11,527
(4.) Juvenile old offenders; number of their offences - - - - -	7,815	8,048	8,509	8,124
(5.) The total number of committals and re-committals of the children in prison -	19,010	19,804	20,139	19,651

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The cost of No. 1 during the six years subsequent to their first commitments, if estimated on the data and average cost in Table under Question 308, will be as follows:

ESTIMATE, No. 2.

Calculated on the Six Years subsequent to First Committals.

	£.
55 first committals (*see* under Question 308) cost - - - -	6,048
7,551 - ditto - (*see* Estimate No. 1 (1)) cost - - - -	830,335

The condition of these juvenile offenders at the end of the six years, on the data of Table under Question 308—

9 per cent. on 7,551,	or 679	will be deceased.
27·2 „	„	or 3,053 will be sentenced to transportation.
9 „	„	or 679 will be living by honest means.
54·5 „	„	or 4,115 constitute a part of the criminal population of the country.

These must be considered as the annual results of the present system in the treatment of juvenile criminals, as long as corresponding numbers of juvenile offenders are year after year committed to the gaols of the kingdom. If our calculations had been made on the cost of juvenile criminals during the ten years subsequent to their first introduction to a prison life, the estimate would have been greatly increased. There is no doubt that the criminal life of the unreformed portion of these offenders would be more productive of social evil to the country, and more expensive to the community for four years, when they have become thoroughly initiated into a criminal life, than during the previous six years.

309. Having stated to the Committee what in your opinion is the expense to the country under the present system of juvenile offenders, can you, from any estimate which you have formed, state what would be the saving of expense should the plan which you propose be adopted by the country?—At first there might not be much saving, but ultimately there would be considerable. If we were only to set apart half a million a year, or even a quarter of a million a year, for the reformation of these children by means of these schools, I think the effect upon the juvenile population would be very great.

310. Sir *W. Jolliffe.*] You think the effect would be shown by the diminution of juvenile crime in the country?—Yes.

311. That would be the test of the success of the system?—No doubt, because every child that is now sent to gaol, after three or four committals, becomes a centre of attraction to others, and gathers others around him; and therefore it is far cheaper to deal with the case at once, and to try to reform the child, and to dispose of him in a proper manner, than to go on in the present mode of dealing with him.

312. The success of the system, therefore, could only be properly judged of by the diminution that would be found in the amount of juvenile crime committed in the country?—Yes; I conceive that the change which I have ventured to suggest would produce the most salutary effects both upon the children, upon the parents, and upon the parishes; that it would be the interest of all parties to prevent the children from falling into these criminal courses which they now do.

313. Of course the length of time for which it would be necessary, for the sake of reformation, to detain the children in the reformatory schools, would add considerably at first to the expense of such an experiment?—It would; but then we should not expect at first to get all those children into those institutions. We should be saved the cost of their recommittals while there, as well as the other serious consequences to society occasioned by their criminal life.

314. Mr. *Miles.*] Supposing your plan were generally carried out, what do you propose to do with the children after they have gone through the reformatory education in those schools?—I think the great point to look to in regard to their ultimate disposal, is emigration.

315. Do you think there would be danger if you were to put children who had only come under that industrial training owing to their criminal habits, in competition with other children who had been honestly brought up, in the market for labour?—Many would probably find places in this country; but I should rather advise that emigration should be looked to as the chief means of their disposal. I think they would stand a better chance of succeeding in the colonies, because I have found that even in the case of children who have had a free pardon given them, from various circumstances, from Parkhurst, though the system at Parkhurst has been of the best description, and though they have learnt

learnt a great deal, still on going back into their old neighbourhoods the dangers and temptations have been too great for them. Rev. *W. C. Osborn.*

316. *Chairman.*] Do you generally find an inclination or a disinclination amongst such classes to emigrate?—I think they are generally inclined to emigrate. 15 February 1853.

317. Mr. *Fitzroy.*] Would you leave them the option, or would you make it compulsory on them to emigrate?—I think I would leave it optional; they might be allowed to remain at home, or with the permission of the parents, and of the party who committed the child, whether that party is a magistrate or the chairman of the quarter sessions, or the recorder, or the judge. I think the commiting party's permission should be had. I might add, that those children are the more fitted to become subjects for emigration from the circumstance that they generally have no connexions in this country that can do them very much good. They are without friends.

318. *Chairman.*] And they have many connexions who can do them harm?—Much harm. I find that in the case of children of tender years, without father and mother to give them a home, the wages which they get in this country are quite inadequate to their support; they cannot compete with those children who have friends with whom they may live.

Veneris, 18° *die Februarii*, 1853.

MEMBERS PRESENT.

Mr. Baines.	Mr. Cornwall Legh.
Mr. Robert Palmer.	Mr. Monckton Milnes.
Mr. Fitzroy.	Sir William Jolliffe.
Mr. Adderley.	Viscount Barrington.
Lord Lovaine.	Mr. Tufnell.
Mr. Sidney Herbert.	Sir John Pakington.

THE RIGHT HON. MATTHEW TALBOT BAINES, IN THE CHAIR.

David Power, Esq., again called in; and further Examined.

319. *Chairman.*] YOU have been already examined before this Committee?—I have. *D. Power*, Esq.

320. Do you know the fact that Mr. Joseph Fletcher, one of the inspectors of schools, who is since dead, was in attendance here before the prorogation, for the purpose of giving evidence before this Committee?—He was; on the last day that the Committee sat. 18 February 1853.

321. Do you know a pamphlet called "The Farm School System of the Continent, and its applicability to the preventive and reformatory Education of Pauper and Criminal Children in England and Wales"?—I do.

322. Have you a copy of Mr. Fletcher's work?—I have. It was a paper read before the Statistical Society on the 16th of February last year. I heard him read it. (*The same was delivered in.*) *Vide* Appendix.

The Reverend *Thomas Guthrie*, D. D., called in; and Examined.

323. *Chairman.*] I BELIEVE you are the minister of St. John's Free Church, in Edinburgh?—Yes. Rev. *T. Guthrie*, D. D.

324. Have you taken an active interest in the Ragged Schools of Edinburgh since the time of their establishment?—I have. I was the means of establishing the first one in Edinburgh.

325. When was that?—In 1847.

326. Are all the ragged schools in Edinburgh Ragged Industrial Feeding Schools?—All.

327. How many of them are there?—There are four.

328. They are all upon that principle?—They are all upon that principle.

329. Did they all originate in 1847?—They did.

330. Is the district of Edinburgh in which you officiate one of the worst dis-

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tricts of the town, so as to give you a good opportunity of seeing the greatest amount of destitution which exists anywhere in Edinburgh?—What led me particularly to take steps towards the establishment of ragged schools was the circumstance that, when I first became a minister in Edinburgh, coming there from a country parish, I was appointed to one of the worst, most destitute, and degraded parishes in the whole city. I have ceased now to be connected with that parish, because I am not now a minister of the Established Church; I belong to the Free Church.

331. Do you still officiate in the same parish?—No, I do not. I have now a general congregation, not belonging to a district at all; and it may be proper for me to state, because anything I may say on this subject may, perhaps, on this account have the more weight with the Committee, that when I went to Edinburgh, I went there for the purpose of thoroughly working out the parochial system. I had a large congregation, but I gave almost my whole time to visiting houses and families in the wretched parish attached to my church; and in that way I came to be very intimately acquainted with the degraded and desperate condition of the poorer classes in the town.

332. How are the Ragged Schools supported?—The Schools are supported by voluntary contributions: for example, with regard to the school with which I am particularly connected, the subscriptions amount to between 1,700*l.* and 2,000*l.* a year.

333. Mr. *Fitzroy.*] Is that one of the Industrial Feeding Schools?—Yes; this was the Original Ragged School.

334. *Chairman.*] What is the mode of admission into this school; I suppose a description of one would be a description of them all. Are they all upon the same system?—The description of one is very much the description of them all, so far as admission is concerned; and for the purpose of letting the Committee know what precautions we take to prevent the charity being abused, by careless, indolent parents handing over their children to us without having any proper claim, I have brought with me a schedule, which we require to be filled up in a way satisfactory to us before any child is admitted into the school; I have it in my hand, and with the permission of the Committee I will read it: "What is applicant's name? What is applicant's age? What is applicant's birthplace? What is applicant's residence? What is applicant's occupation? How long resident in Edinburgh?" I may mention, in explanation of this last question, that we found it necessary to raise a barrier between us and the amazing floods of Irish people with which we were likely to be overflowed; for we learnt that after these schools were established in Edinburgh, parties who had come lately to the town, and belonging to the lowest of the Irish population (for I am sorry to say we have a very bad representation of Ireland in our Cowgate and Grass-market), sent over to Ireland to say that Edinburgh was a most famous place; because, if they came over here, they would be very kindly attended to, and would get their children fed and educated for nothing. We therefore found it necessary to raise a rampart between us and this flood which would have flowed in upon us from Ireland, and we passed a resolution to the effect that no child would be admitted until the parent had been resident in Edinburgh for twelve months. We have been obliged to extend that to twelve months and a half. That is in regard to the Original Ragged School. I do not know whether the others are as strict; I presume they are. But I will read the rest of the questions: "What school was applicant at before? When? and how long? Give the reason for leaving it?" We resolved that our ragged schools should not be made the means of draining away from other schools children whose parents were able to pay for them, and had been paying for them before: "Can applicant read or write? How often apprehended? How often convicted, and of what? What punishment? By whom sent to this school? With what promise? What is father's name and occupation? What is mother's name and occupation? Give the names and ages of all the family? How many of these at school? How many of these working? How much parish relief for all? What is their parish? What is their average weekly income? Has parish relief been refused? If so, state the reason." Many applications are made to the committee on behalf of children who have a claim upon the parish; and we communicate immediately with the parish authorities, and we get the children taken into what is called the union workhouse in England, and the charity workhouse in Scotland; and in this way we are the means, not only of saving the children who remain in our school, but of getting the

the children saved whom we can transfer to the parishes on which they have a claim.

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335. You require answers to the various questions in that schedule?—We require these to be filled up in a satisfactory way, and if we find the parties are entitled to parish relief, we pass them on to the parish; we do not make our ragged schools the means of maintaining children that have a claim upon the parish, and to which therefore they can and should resort. We take up all those that have no claim upon any parish, what we call in Scotland the *waifs*; the wandering part of the population, that float here and there, and either have no claim on any parish, or refuse to take parish relief when it is offered in the shape of admission into the workhouse; they are so fond of liberty that into the workhouse they will not go; they would rather beg and steal through the town. These are the children with whom our school is principally filled; and I believe it is from this class that the large mass of the criminals of the country spring.

336. Then, when answers have been returned to those questions, the case comes before the committee, and the child is either admitted or not?—Yes; the first year we could not be so strict as we are now; but since that time I think we have got rid of about 150 children that had been admitted into the school. We found, after having time to inquire into their cases, that they had claims on parishes elsewhere, and that their circumstances were not such as entitled them to be admitted into the school; but now we are very strict, and I believe that the charity is as little abused as is possible for any charity to be.

337. Lord *Lovaine.*] Were you rightly understood to say that you take children that will not go to the workhouse?—Whose parents will not go into the workhouse. A party, for instance, comes over from Ireland, or from some district of Scotland; the father dies of typhus fever; the mother may have a claim on the Edinburgh parish from the time they have been there. She applies to the charity workhouse for two or three shillings a week; it is a very common case for the charity workhouse to say, "We will not give you money, but we will take you into the house." But those people have such an aversion to be shut up in the charity workhouse, that rather than do that they walk about the town begging, or hawking, or selling chips of wood, or stealing, or anything rather than go there. We have a great many Irish in Edinburgh. They require to be five years in Edinburgh before they are entitled to become paupers upon the parish, and therefore they do not apply to the charity workhouse for the first, second, third, or fourth years, because if they did the charity workhouse would send them back to Ireland, which they have an utter aversion to; they would rather submit to anything than go back to Ireland. The consequence is this: they live for four or five years in such a way as I describe, hawking small wares, selling chips of wood, and begging; and the effect of all this is seen upon their families by that time. By the time they get a claim upon the charity workhouse they become thoroughly demoralised.

338. Do these schools become, to a great extent, substitutes for the parish schools?—Not in Edinburgh; we send those that have a claim upon the parish to the workhouse, so soon as we discover that they have a claim.

339. But if you still find them wandering in the streets, do you take them in?—We take them in in that case. We take them if they have been a year and a half in Edinburgh.

340. *Chairman.*] Supposing the answers to those questions to be satisfactory, the child is admitted?—Yes.

341. How is the day spent in the school?—The children come between seven and eight in the morning, and they do not leave the school till seven o'clock at night. I may explain the reason of this. We consider ourselves as doing our duty to these children only when we put ourselves *in loco parentis* to them. We wish to do a parent's part to those children, because they either have no parents or they are worse off than having no parents. The child comes to school about half-past seven in the morning. Here is the time-table, which I hold in my hand: from half-past seven to nine, washing and play; from nine to half-past nine, breakfast; from half-past nine to half-past twelve, school, getting secular and religious education; from half-past twelve to one, play; from one to two, work; from two to half-past two, dinner; from half-past two to four, school; from four to half-past four, play; from half-past four to half-past six, work; from half-past six to seven, supper; then they change their clothes and are dismissed. That is the routine of each day. They come in their ragged clothes in the morning;

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ing; they strip; they go through the shower bath or into the plunge bath, and then put on the school dress. The reason why they change their dress is this: they come in their ragged dress; if they took the school dress home with them, many of the parents would sell it and convert it into whiskey, therefore they shift their dress in the evening. They remain from seven in the morning to seven at night, in order that they may be under our charge during all the hours of the day during which they are impressible. By this arrangement the street, which they used to roam like wild Arabs, is a mere passage from the school to their dormitory; and thus the house of their parents, where, if they were spending the hours of the day, they would be exposed to most pernicious and demoralising influences, is itself a mere dormitory. The Committee will therefore see that they are under our hands during all the hours when their character can be moulded either for good or for evil; that is the reason why they spend the whole day with us.

342. Mr. *Tufnell.*] Do they play in the street?—No. We have a small yard (it is not large enough); but we have a yard where they play, under the charge of the master of work, with whom they also walk during the day. They are not out of our control during any of the hours between half-past seven in the morning and seven at night.

343. *Chairman.*] They do not go out of your sight during the interval?—No; they may walk in the streets with the master of work, but they are not exposed to the pernicious influence of their parents or of their old associates during the whole day.

344. What is their kind of diet?—They get breakfast, dinner, and supper. They get, on the average, for breakfast four ounces of oatmeal, made into what we call in Scotland porridge, and two gills of butter-milk. Their dinner consists of two ounces of barley, two ounces of bullock's head, and half an ounce of split peas, with a sufficient quantity of vegetables made into soup, and four ounces of bread; and pea-soup twice a week instead of the foregoing, with the same quantity of bread. Then between half-past six and seven they get their supper, the same as breakfast; porridge again, and butter-milk. Sometimes we are obliged in winter, when milk is very difficult to get, to give them molasses and water. However, we do not do this if we can help it, because it is not so nutritive.

345. Lord *Lovaine.*] How much bread do they get?—They get four ounces of bread.

346. Mr. *Adderley.*] Have they meat every day?—Bullock's head boiled down into soup. They never have any meat; it is boiled down to perfect rags and tatters; in fact it is dissolved in the soup.

347. Mr. *Tufnell.*] What is the daily cost of the three meals?—I cannot give that, but I will send it to the Committee; I can give the cost of the children for the whole year.

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348. *Chairman.*] Have you both boys and girls in each school?—We have in the infant school.

349. How many children are there in each school?—We had, in January 1852, 297 children in our school; that includes boys, girls, and infants.

350. Mr. *Adderley.*] Can you state about the proportions of boys, girls, and infants out of that number?—I cannot give the proportions; I have, unfortunately, lost the paper which contains those particulars.

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351. *Chairman.*] You say that in January 1852 there were 297 children altogether in your school. Was there about the same number in each of the other schools?—I can give you the whole number that there are in Edinburgh; there are in Edinburgh above 600 children who are attending schools such as I have described.

352. And who are distributed among the four schools of which you have spoken?—Yes.

353. Mr. *Adderley.*] You talk of the subscription to your schools amounting to about 2,000*l.* a year. Would that give an average of about 6*l.* a child?—I can give you the average of each child. The average expense of our schools, not including extraordinary repairs, but including the daily feeding and all the ordinary expenses of the school, is somewhere between 5*l.* and 6*l.* per head a year; a little more than 5*l.*, perhaps 5*l.* 10*s.* per head; that is, including all the expenses.

354. For boys, girls, and infants?—Yes, dividing the whole expenditure by the average attendance at the school.

355. Mr. *Fitzroy.*] Does that include the cost of the premises?—No, it does not; it includes the expense of feeding, the payment of the teachers, and the superintendent, and everything connected with the school.

356. Does it include fuel and light?—Yes, all the expenses but those connected with the premises and any extraordinary repairs.

357. *Chairman.*] Are the boys and girls mixed in the school?—No, they are not; save in the case of infants, who are mixed, of course. The boys and girls are quite separate.

358. Lord *Lovaine.*] How young do you take children?—We are anxious to get them young. When we began our school we took them as they presented themselves; but our object now is, to get them when they are about six years old. We prefer to take a child of six years old to a child of twelve, because we find them much more makeable in the one case than in the other.

359. But would you class a child of six years old under the head of infants?—Yes, till perhaps he is eight, we should comprehend him under that head. We do not generally get them so young as six.

360. Mr. *Fitzroy.*] What is the age to which you keep them?—We do not keep them after they are 14; therefore they run from 6 to 14. Perhaps the greater part of them are nine years old or so, when they come to us.

361. *Chairman.*] What is the staff of officers of your school?—We have a head teacher, whom we call the superintendent; then we have another male teacher. These manage the school for the boys. Then we have a female teacher, with an assistant; she conducts the school for the girls; and then we have another female teacher, with an assistant for the infants. Then we have another person, I do not know exactly how to describe him; he is an old soldier; he drills the children; he walks with them; he keeps them in order; he goes and examines into the cases of those children who are away from the school; a sort of officer connected with the establishment. He is called the master of work. Then we have a cook, and we have a female who superintends the dormitory. Of that I will tell you immediately. That is the staff of our establishment. We pay our principal teacher 125*l.* a year; the teacher of the girls' school gets 40*l.*, and that of the infants school, 30*l.* I may mention to the Committee, in explanation of our salaries being rather higher than in some other ragged schools, that we are under the necessity of paying our teachers higher in Edinburgh than in some of the towns in Scotland, because we found that we could not keep them otherwise. We have succeeded in getting good teachers; but we could not keep them at Edinburgh unless we paid them a higher salary than perhaps they pay to ragged school teachers in smaller towns.

362. Is each of the other schools very similar to yours?—Yes.

363. Will you explain the system of the dormitory of which you were speaking just now?—We are very unwilling in Scotland to separate the children from their parents, if it can possibly be helped. We think it right to preserve the domestic relationships, if they can be preserved without damage to the child. We think we succeed in preventing the child being exposed to very serious damage by the way we manage. Therefore we never provide night accommodation for the children, except in cases such as these: first, when the child has no parent or friends on earth, when he knows nothing about his friends; or, secondly, when the father or mother, as very often happens, is a cruel person, so cruel that the child's comfort cannot be secured, and perhaps its life safe with the parents; or, in the third place, when the parent or parents are so thoroughly dissolute, connected with such infamous houses, or in such horrible dwellings, that the child could not live with any chance of safety, either to its moral or physical health, under the charge of such parents. In this way we have about 40 children out of the 300 for whom we provide accommodation at night. This dormitory is an establishment connected with the institution. It is entirely for girls, with the exception of a few very young boys who may be some seven or eight years old. The boys we lodge out in the houses of decent humble people in the town, and we thus provide for those who have no parents, or whose parents are of the description which I have mentioned.

364. Mr. *S. Herbert.*] In point of fact, if the parent is respectable and treats the child properly, you will not take his child into the dormitory?—No; if the parent is respectable we would not take his child into the dormitory. We never sever the domestic tie unless in a case of indispensable necessity.

365. But if a parent neglects his child, or treats it ill, then you relieve him of

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the expense of keeping his child?—We relieve him of the expense of keeping his child, provided that the child's being at home would defeat every object that we have in view in placing the child in our school. In some cases the mother keeps a brothel. We say, "We cannot leave you under the charge of such a woman as that;" or the father may be a man who is drunk perhaps five days out of seven, or a man who has half murdered his child. We have had many instances of this, and it is only in such cases that we provide night accommodation for the child; cases of indispensable necessity.

366. Mr. *C. Legh.*] In such cases, in your experience, have you found any objection on the part of the parents to their being withdrawn from their influence altogether, and lodged in the dormitory?—No, we do not find any objection on the part of the parents to our lodging the children in the dormitory, but we find a serious objection on the part of some parents to allow them to go to school.

367. Mr. *S. Herbert.*] Does not that system operate as an encouragement to parents to treat their children ill?—We have never found any case of that kind; some persons apprehended that our system might encourage parents to throw the burden of their children upon our school; we framed all the regulations we could to prevent that, and we do not find it prevails to any serious extent. I have had a great deal to do with the wretched and dissipated classes, and I never yet knew any parent that became dissipated, and wasted his means, and became a drunkard, because he knew that his child would be maintained at the public expense. I believe the children of all these parents are the children of those who have become dissipated and drunken, without having any sort of idea that their children would be provided for by others.

368. Mr. *Adderley.*] Does it not to some extent diminish the force of the motive to the parent to reform his mode of life?—I have very little hope of seeing any of that class of parents amend his mode of life; the longer I live in the world, and the more I see of that class of people, the more I am satisfied of this, that if these degraded, dissipated classes are to be elevated, it is by getting hold of the children. I have laboured for 17 years among them, and the longer I live the more I am convinced of the truth of two passages of holy writ: one is, "Can the Ethiopian change his skin, or the leopard his spots? Then ye that have been accustomed to do evil may learn to do well;" that is on the one hand: the other is, "Train up a child in the way that he should go, and when he is old he shall not depart from it." I am quite satisfied of that.

369. Will you point out which of the questions in your applicant's schedule appears to you calculated to check a disposition on the part of the parent improperly to throw the care of his child upon others?—We have a question, "What is the average weekly income?" We make particular inquiries as to the weekly income of the parent.

370. Supposing a parent has a good income, and spends it in drinking?—We are prepared to meet a case like that. Supposing a parent has a good income, and spends it in drinking, if the man is a shoemaker, we apply to his master, to see whether we can make an arrangement with the parent to allow so much of the wages to be paid in consideration of what is spent upon the child. In Dundee especially, such arrangements have been effected in a number of instances.

371. Have you got the money paid?—In some instances, but not many.

372. Can you enforce it?—Not by law, at present.

373. Can you get it voluntarily paid?—To a considerable extent; in Dundee there have been many instances. But if I were asked the question, "Would you leave the child of a determined, drunken, dissipated blackguard to run the streets of Edinburgh, because the man is receiving good wages, and will not spend any of them upon the child?" I say, I would rather take the child into our school than leave the child to run about the streets.

374. You think that where the parent is able to do so, he ought to pay for the child?—Not a doubt of it, where the parent is in circumstances to pay. That is what we want, and which we hope by and bye to see. Of course I am not a law-maker, but I am a law-desirer. I want to see a law which would compel the parent to pay in such a case as that.

375. Mr. *C. Legh.*]—In case of an objection being made on the part of the parent to the child being removed from him at night, and placed in your dormitory, what course would you pursue in order to retain that child?—Unfortunately, we have no power in such a case. We wish to have a law to enable us to rescue the child out of the hands of its parent. But, in point of fact, I do

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not know that we have had a single instance of that kind. We have had many instances of parents taking the child from the school, because the parent says, "I cannot afford to keep the child at the school; the child goes about and sells small wares and chips of wood, or begs, and by means of that I am supported; and therefore I cannot afford to keep the child in the school."

376. But you have no instance of the parent absolutely refusing to allow the child to be placed in your dormitory?—I do not think we have had a single instance of that, if they allow the child to be at the school at all.

377. Lord *Lovaine.*] You have spoken of the case of cruel parents; now in a case where a man has married a second wife, does not your school afford an inducement for the expulsion of the children from the family?—There is no charity or benevolent system in this world which may not be occasionally abused. No man could do a good thing if he were to stop because it was liable to be abused now and then. But I can state the result of my own experience, and few people have had more to do with these classes of people than I have had; I never knew an instance of such an abuse as that. It may occur in certain instances that a man who has married a second time, where the marriage is an unfortunate one for the children, does turn out his child into the streets. I knew a man so thoroughly depraved, that he turned out a fine-looking respectable young girl into the street (he had married her mother), and he told her that she had plenty of good looks, and she might make money in the streets. You will find horrid atrocity occurring now and then, and such cases might occur; but I have not known instances of it occurring.

378. Mr. *M. Milnes.*] Is it the result of your experience among the poor that profligate and immoral parents are guided in their conduct by any regard to their children, one way or the other?—I believe they are guided by nothing but the power of present temptation.

379. Therefore you do not think that your scheme, or any other scheme which would give a refuge to destitute children, gives any direct encouragement to parents to leave their children destitute?—I am thoroughly convinced it does not. It is said that there are some savages who cannot count more than 10, the number of their fingers; I believe the mass of these people never look ten hours before them; they have neither forethought nor reflection.

380. Have you known instances in which you could trace any wilful neglect of either the physical or the moral well-being of their children to the circumstance that there was a probability that those children, if neglected, would receive sustenance and education at your school?—I never knew an instance of it. If there are such cases, I am sure they are very rare.

381. You believe that the alleged probability of such institutions affording a premium upon neglect is only theoretical, and is not found to be the result in practice?—That is not the practical effect; I am thoroughly satisfied of it. From my experience, there is nothing I am more satisfied of.

382. *Chairman.*] What is the nature of the occupation which you give to the children in the ragged school?—We have a considerable number of boys who are engaged in making boxes for holding small wares, for apothecaries and other tradesmen that deal in small wares, gloves, and so on; then we have some dozen of them who are tailors, some who are shoemakers, some who are carpenters. The younger part of the children, who are not fit for those occupations, are employed in teasing hair for the cabinet-makers. Those are the employments of the boys. Then, as to the girls, they are taught sewing, knitting, washing, and in the dormitory they are taught household work, for the purpose of preparing them for domestic service. The girls make all their clothes; and the boys make all their clothes, and mend their own shoes, and so on. We are contemplating the having an industrial farm, or large market garden, and I hope to get one established before a twelvemonth is over.

383. Out of Edinburgh?—Perhaps five or six miles from Edinburgh; our object in that being to prepare the boys for rural work, either in their own country or in the colonies.

384. What is the nature of the instruction given to the children?—The nature of the instruction is this: the Bible is read in the school; they also get reading, writing, arithmetic, and geography; they get a good secular education, such as they would get in the ordinary schools in the country; the nature of the instruction is just the same as they would get in nineteen-twentieths of the ordinary schools in Scotland.

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385. What kind of punishments have you?—I am happy to say that we have hardly any punishment at all; I do not believe that any child connected with our school is punished once a fortnight. We find that the important influence to bear upon those children is not punishment, but kindness; and nothing has surprised me more than the singular ease with which we manage them, and the readiness with which they fall into the ranks when they have been picked off the streets, and have led a wandering life before. It is a most surprising phenomenon connected with our schools, how soon they fall into regular order, and how little difficulty we have in breaking them in, by the power of kindness and steady training.

386. Mr. *C. Legh.*] Do you find that same principle equally operative at the age of 14, to which age you say you keep them in the school?—Yes; but the reason why we prefer to have children about six or eight years of age, instead of 12 or 14, is that we do not find it so easy to break them in after that age.

387. Mr. *Adderley.*] When you do resort to punishment, what is it?—Whipping. For example, if any boy should steal, which is not wonderful, considering the class of children they are; if it is committed outside the school, we have in some instances sent them to the police-office, and had them whipped; but I may say that punishment is really not known at all in our school.

388. *Chairman.*] Have you any local Act in Edinburgh giving extraordinary powers with regard to vagrant children, as they have in Aberdeen?—No, that is what we want; and something more than that.

389. Do you find that many of the children remain in the school for long periods?—Yes, we do. There are a considerable number that are taken away by their parents. Some of them are connected with parents that belong to what we call the floating population; they float about from town to town, but by far the larger proportion of them remain in our school till they are regularly trained and fit for industrial work. I can state the number that has got employment from our school. In 1847 we sent out 35 from the school who got employment; in 1848 we sent out 45, the girls to household work, and the boys to be apprentices and to service; in 1849 we sent out 50; in 1850 we sent out 50; and in 1851 we sent out 36.

390. Mr. *Adderley.*] From your own school?—Out of our own school. The other schools, I may mention, sent out much about the same proportion.

391. Mr. *Tufnell.*] Do you receive reports of their conduct after they have left your school?—Yes: we consider ourselves *in loco parentis* after they have left our school, and we take special charge of them as far as is possible, and, I believe, further than some parents do. I may mention in illustration of what we do, that many of the apprentices come and spend their Sundays with us, even after they have left the school. Some of the apprentices come every day, and get their dinner at our school, paying money for it. We have some ladies who take an interest in the girls; the superintendent takes an interest in the boys; and we are able to give a very satisfactory account of the greater part of those children that we have sent out, so far as we know. To the best of our knowledge, out of the 52 children sent out in one year, there were only five of them that had relapsed into crime after they had gone through the curriculum of our school. We keep up a correspondence even with those that have gone to the colonies, and of those we have got a most satisfactory account; both of those that have gone to America and those that have gone to New Zealand and New South Wales.

392. Mr. *Adderley.*] What number of years do you consider to form your entire course?—We should like to have them five or six years with us at least; the ordinary term in schools.

393. What do you consider the ordinary term?—Some five or six years, between the ages of six and twelve, or between the ages of eight and 14.

394. *Chairman.*] You have described what is the course with regard to the children during six days of the week; do you see anything of them on the Sunday?—We take charge of them on the Sabbath day, with the exception of those that are children of decent Roman-catholic parents; we give them liberty to take away their children, if they choose, upon the Lord's Day. We do not wish to interfere with their consciences; and therefore we give them that liberty, if they choose, provided we know them to be persons that will not leave the children to roam the streets.

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395. Will you have the goodness to tell us how you dispose of those children on the Lord's Day?—The children come on the Lord's Day at seven o'clock in the morning, and get their food the same as on other days. Then they get religious education on the Sabbath, instead of secular education; they answer questions; they are instructed in the Bible; they have their time of rest; and then we secure the services of some Christian gentlemen in Edinburgh, who come and give addresses to the children in the afternoon; a sort of simple sermon to them. We endeavour to vary their religious work on the Lord's Day as much as possible, so as not to make it a burden but a pleasure to the children.

396. Sir *J. Pakington.*] Do the children attend Divine worship out of the school?—Not out of the school. We are contemplating having a church for them, but the want of that is just one of the defects in our system; they have Divine worship, but it is not in an ordinary church.

397. Suppose the case of a child who remains in your school from the age of six to the age of 14, would that child never attend Divine worship during the whole of that period?—They all attend Divine worship; we go through the regular services of the church; but I confess I think our present system defective, and I have brought it before the committee repeatedly; and so convinced are we of it, that as soon as we can get the money, we propose to build a church in immediate connexion with the ragged school, where the children may attend, and their parents with them, if possible; so that the children, from the earliest age, may be accustomed to a regular attendance on public Divine service; for we have found some difficulty, in some instances, in getting them to attend Divine service in the ordinary churches after they have left the school.

398. What is your system of religious teaching in the school; is it according to the Presbyterian form of worship?—No; I am happy to say that it is based on broad Catholic principles; we have Episcopalians, Established Church, Free Church, United Presbyterians, Independents, and Baptists on the committee of management. In fact, I have had a good deal to do with it myself, and I took special care that all the different religious denominations should be represented on the committee of management; and so anxious are we to avoid anything like sectarianism in the management of our school, that we do not even teach in our school the catechism of the Presbyterian Church; but we are about to draw up a catechism for ragged schools. We think it desirable that the children should have a catechism; but being very anxious to avoid anything like sectarianism, we do not even use the catechism that is in use in all the parish schools in Scotland; in 99 out of 100 of the other schools.

399. Suppose the case of a child who had left your school after eight years' teaching in it, he would be unable to answer what section of Christians he belonged to?—Perfectly so; he would be able just to say that he was a Christian.

400. If he could not say what denomination of Christians in the country he belonged to, would he be able to say whether he was a Protestant or a Roman-catholic?—That would depend upon himself; we teach the Bible without ever touching upon that subject.

401. Mr. *S. Herbert.*] Have you Roman-catholic children in the school?—Nearly half of them are Roman-catholic children. I never heard of any objection on the part of any child in our schools on that ground. We have both Protestants and Roman-catholics in the destitute districts of the town; but the truth is, that the parents of these children are no more Protestant or Roman-catholic than if they were so many savages roaming in the deserts of Africa. I know them thoroughly, and I can testify how utterly destitute they are of every thing like religious profession. I may mention that, out of the first 150 people that I visited in the parish of Old Grey Friars, my first charge in Edinburgh, there were only five of them that said they ever went to the house of God; very likely three of those five seldom or never went near.

402. Mr. *M. Milnes.*] Would it be probable that if the children to whom you are alluding had remained in the state in which they were, and had not gone to your school, they would, when they came to mature age, have been able to tell what Christian denomination they belonged to?—They would most certainly have been able to say, as I believe the celebrated Grimaldi put on his door on one occasion, "No religion at all."

403. Mr. *S. Herbert.*] But you contemplate drawing up a catechism for the use of ragged schools, which you intend to teach to children of all denominations?

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tions?—We have talked of it, for I believe there are advantages in catechetical teaching.

404. Have you any Unitarians upon the committee?—No; there are very few Unitarians in Edinburgh.

405. Have you any Jews upon the committee?—No; we have a mere handful of Jews in Edinburgh. We would of course draw up a catechism to which a Unitarian will not agree; I have no hesitation in saying that.

406. Sir *J. Pakington.*] It would be a Christian catechism?—Certainly.

407. But avoiding all doctrinal points?—Avoiding all points upon which sound Protestants differ.

408. Mr. *C. Legh.*] Would you draw up a catechism in which all denominations would agree?—I would draw up a catechism in which they would, in one sense, agree; that is to say, I would draw up a catechism which would contain truth, even according to the views of the Romanist; but I would not put in the additional matters that he would insert, and which I consider to be errors.

409. Mr. *S. Herbert.*] You contemplate making your catechism dogmatic up to the point of Trinitarianism?—Certainly; that is my own feeling; and I have no doubt it is the feeling of all the members of the committee.

410. Sir *J. Pakington.*] Your catechism would exclude Jews and Roman-catholics, but it would admit every shade of Protestants?—It would not exclude them, because at this moment our schools do include Roman-catholics; the catechism would not touch upon popery at all.

411. Mr. *C. Legh.*] You say that you contemplate building a church for the schools. In the event of a church being built, how would you arrange in regard to the large proportion of Romanist children that are in the school?—We would do as we do now; we would say to decent Roman-catholic parents, "You may take away your children, if you please, on the Lord's day." That permission, which is known to them all, was never made use of but on one occasion by a decent Roman-catholic woman; she came to the school and took away her child on the Lord's day. She came the second Sunday and did the same; and on the third Sunday she came and said, "I will stay here and see what goes on." She stayed; and then she told the teacher, "I will not take the trouble of taking away the child on Sunday; I cannot do better than let it remain."

412. Sir *J. Pakington.*] What is your religious teaching now?—Our religious teaching is based on the word of God.

413. What does it consist of?—They read through the Bible regularly. To begin at the beginning; they are taught to say grace at meat, and to return thanks after meat; then they receive oral instruction from the Bible in the main doctrines of Christianity, man's fallen state, the doctrine of the Trinity, the atonement, sanctification by the Spirit of God, justification through the righteousness of Christ, in point of fact the contents of a catechism, without the formal appearance of a catechism; then they read so many chapters in the Bible every day, and they are examined upon these, and they commit passages of Scriptures to memory and repeat them; so many passages every day.

414. By whom is that instruction given, and those examinations made?—By the teachers.

415. Not by ministers of religion?—No; we are so careful to avoid sectarian differences, that we have no minister of religion on the acting committee with the exception of myself; I am a sort of *ex officio* member, without the name.

416. You were understood to say that there are services on Sunday conducted by ministers of religion?—Not by ministers; we should gladly admit ministers; we should be delighted to have an Episcopalian, or a Presbyterian, or an Independent minister; but unfortunately the ministers on the Lord's day are so busy that they could not do it; we get young men, connected with the different Sabbath schools, who have the ability of speaking.

417. The persons who come for the purpose of giving religious instruction, and addresses to the children, are laymen?—They are laymen; we may get a preacher occasionally; we would be very happy to have ministers.

418. Mr. *M. Milnes.*] Do the children join in prayers?—They all join in prayers; they are all taught to pray.

419. Upon what principle do you select the persons whom you allow to read the prayers with the children; are they persons in whom you have particular confidence?—They are persons in whom we have perfect confidence; they are City Missionaries, sabbath school teachers, or divinity students belonging to the different

different churches, either the Established Church or the Free Church, or the United Presbyterian Church; people whom we know thoroughly well, who have distinguished themselves by a desire to do good, by their religious character, and by their accomplishments.

420. Have you ever had any orthodox objections to this enlarged and catholic system of religious teaching and worship?—We have had no objections whatever, unless it may be on the part of the Roman-catholic priests.

421. There has been no outcry against your system upon that subject?—None whatever; such a thing is not known. In fact the parties in Edinburgh belonging to the different religious denominations are perhaps more united within the walls of our ragged schools than in their own buildings, or in any other institution in the country; and if it had done no good to the children, it has done much good to ourselves by bringing Christian men to act together in doing good.

422. Mr. *Fitzroy.*] There is no Roman-catholic on the committee?—None; we did not ask them, and they did not volunteer their services.

423. Mr. *Cornwall Legh.*] Is it only the gentlemen on the committee who read the prayers you have spoken of?—We have no prayers read; the teacher prays, and those parties who come to address the children pray according to our Scotch mode. We should have no objection to an Episcopalian coming to read prayers, but our practice is to pray extempore.

424. Lord *Lovaine.*] Do you think it possible to draw up such a catechism as to satisfy the Roman-catholic portion of the parents?—I beg to say that the Roman-catholic portion of the parents never trouble their heads about the matter. But if you ask me whether I could draw up such a catechism as would satisfy the Roman-catholic priests, of course I could not; because the Roman-catholic priests would insist upon a great deal additional to the truth being laid upon what I consider the Rock that is described in the Scripture.

425. Mr. *S. Herbert.*] But I understand you to say that the Roman-catholic priesthood in Edinburgh have not interfered to prevent the children attending the school?—Yes, they have taken away a considerable number of the children, through the influence they have upon the parents; not that they have any influence upon the children. It happened, upon one occasion, that two priests appeared in the school; and seeing there were a number of Irish children, they said that those children ought to be in another school, and it was put to the children whether they would go with those two gentlemen, but not a child would leave the school; and the only instances I know of children having been taken away have been through the influence of the Roman-catholic priests on the parents, not at all from any objection on the part of the parents themselves; in fact, the parents are perfectly indifferent on the subject of religion.

426. That would apply rather to children in the upper schools than in the infant schools?—Yes, it would.

427. Sir *W. Jolliffe.*] Have the Roman-catholic priests volunteered to come to the school to perform service?—Never.

428. *Chairman.*] Is there any other school at Edinburgh with which the Roman-catholics connect themselves?—The Roman-catholics connect themselves with another industrial school in Edinburgh.

429. Is that school pretty much upon the same plan as yours?—Yes, as to secular and industrial, but not religious education; in that school the children that call themselves Protestant children go on Sunday to the Protestant church, and those that call themselves Roman-catholic children are, under the management of the priest, taken to chapel; but we have found no objection, in any instance, on the part of any of the parents professedly called Roman-catholic, to the system in our school. We have had instances of children that have been withdrawn through the influence of the priests, as far as we can ascertain.

430. Mr. *C. Legh.*] With regard to the prayer you spoke of, may that have been made by any profession of Christians?—Any profession of Christians, whether of the Established Church, or the Free Church, or the Episcopalian, or the Independent.

431. Or Roman-catholic?—No Roman-catholic priest ever comes to our school; nor Roman-catholic layman.

432. But you have Roman-catholic children?—About one-half might be called Roman-catholic children; but, in point of fact, the parents are nothing at all as regards religion.

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433. Would it be contrary to your regulations that a Roman-catholic should officiate in reading or uttering the prayers there?—I do not think we would admit any Roman-catholic to any share in the management of the school.

434. *Chairman.*] Will you now state the results of the ragged schools so far as you have had an opportunity of observing them during the six years' experience you have had; first, with reference to the amount of mendicancy?—One of the things which led me to establish the school at first was the amazing number of children who were swarming in the streets of Edinburgh as juvenile mendicants; they were a public nuisance. We have now almost cleared Edinburgh of juvenile mendicants. Persons that come occasionally to Edinburgh often remark the difference, and we in Edinburgh know it well. There are not an eighth of the children now begging in the streets of Edinburgh that there were a few years ago. That is the first beneficial result.

435. Then with respect to juvenile crime; what result have you observed with respect to that?—With respect to juvenile crime, I have a very satisfactory report to bring before the Committee with reference to the prisons of Dundee, Glasgow, Paisley, Greenock, Ayr, Aberdeen, Dumfries, and Edinburgh.

436. By whom is that compiled?—This has been prepared from the returns made be the governors of the different prisons. The paper itself has been drawn up by Mr. Smith, a very superior and intelligent man, who is the governor of the Edinburgh Prison. I requested Mr. Smith to give me a return from his own prison, and to get me returns from those towns in which ragged schools had been established, and I received this from Mr. Smith.

Vide Appendix.

437. Will you hand it in? (*The same was delivered in*).—I may mention in connexion with this, that I have a letter here from Mr. Smith to the governor of George Heriot's Hospital, dated two or three years before the ragged school was established, and he brings out in very strong language the necessity for such institutions as these, arising from his experience as governor of the prison, and calling on the ministers of Edinburgh, and the magistrates, before we had established our schools, to provide for the children that were sent from the police-office to him, a school such as ours in place of a prison. I will read a passage. He says. "During the last three years upwards of 740 children under 14 years of age were committed to this prison for crime." (This was dated in 1845.) "Of that number 245 were under ten years of age. Many of these had been the victims of the unkindness and neglect of others. Some of them had no parents, and were uncared for by any one. Others were the children of widowed mothers, receiving a most inadequate out-pension from the parish, and obliged to supplement the miserable pittance at the expense of the moral well-being of of their families by going out to work, and leaving their children unrestrained in their houses. They have thus grown up in ignorance and idleness, and have been exposed to contamination of all kinds. The parents of many others are dissipated and worthless; far from preventing, they instigate their children to the commission of crime; their example and precept are wholly evil, and their very existence a calamity to their offspring." The number of neglected and destitute children wandering about the city, many of them beggars, and all in the way of becoming thieves, is probably not less than seven or eight hundred." This calculation is much below the mark. We have every reason to believe that there are between two and three thousand children who are in a condition in which they would require the ragged school to save them from crime. Then, with regard to feeding, I will read a passage: "These may be apprehended by the police for begging or vagrancy, but as soon as set free they will return to their former habits. What can they do? They know not, and have never known anything else, and they must have food." It appears that Mr. Smith thought of the feeding principle in ragged schools before we thought of it in Edinburgh. Now, with regard to the prison returns, there are three towns in Scotland in which ragged schools are not sufficient for the requirements of the population, although the schools are efficient as far as they go. Those three places are, Dundee, Aberdeen, and Edinburgh. Now the Committee will hear the returns of juvenile delinquents in regard to Dundee in the first instance. In the prison of Dundee under 14 years of age, the centesimal proportion of juveniles in 1844 was 10½; in 1845, 7½; in 1846, 8; that was the proportion of juveniles in gaol before the ragged schools were established. In Dundee those schools were established in 1847; in that year, instead of 10½, 7½, and 8, the proportion of juveniles in gaol was 6; in 1848, 5; in 1849, 5;

in

in 1850, 3¾; in 1851, 4¾; in 1852, 4½; that is to say, there are about one-half what there used to be in the prison of Dundee since the ragged schools were established. I select those three towns because those three are the towns where the ragged schools have been in something like efficient operation; not that they are in half the operation in which they should be.

438. Are there in those three towns industrial feeding schools?—Yes, there are, the secret of their power being the feeding; that is to say, it is the means of drawing the child to the school, and keeping it there. In Aberdeen, the year before the ragged schools were established, the centesimal proportion of juveniles under 14 years of age was 9 and a decimal; in 1842 it comes to 5·4; in 1843, 11 (it rose that year, from some cause which I do not know); in 1844, 7; in 1845, 9; in 1846, 7; in 1847, 5; in 1848, 3; in 1849, 2; in 1850, 3; in 1851, 1 child in 100; in 1852 it rises to 5. There is a note appended to the report of the Aberdeen prison, to the effect that the proportion rose to five in the year 1852, in consequence of a gang or two of respectable boys having broken into an orchard and stolen apples or gooseberries, or something of that kind; an accidental circumstance, for these boys did not belong at all to the class that feeds the ragged schools, and the prisons.

439. Sir *J. Pakington.*] In that Aberdeen statement you only gave us one year prior to the institution of the ragged schools; can you go further back?—I have three years here; in 1839, the preceding year, it was 8; in 1838, 6; that is to say, in those four years, including the year of the establishment of ragged schools, it ran between 6, 8, 9, and 8; and the last four years (allowing for the increase by an accidental circumstance last year), it has run between 2, 3, 1, and 4.

440. For the first four or five years after the institution of the ragged school there was no material diminution?—No, it seems to have taken some time before it turned. Now, I will give the Committee the Edinburgh statistics, which are fully as satisfactory as any. I attribute that to the circumstance that we have a larger proportion of those juvenile mendicants or juvenile delinquents in our school at Edinburgh, in proportion to the whole mass, than they have in any of the other towns. In the year 1847 the centesimal proportion was five juveniles under 14 years of age; that is the year our schools were established.

441. Can you give the previous year?—Unfortunately, Mr. Smith has not given that; but I will read from a letter of his. "In 1848, 3; in 1849, 2; in 1850, 1; in 1851, 0·9; in 1852, 0·9 also. That is to say, when our school was established in Edinburgh, as I understand from Mr. Smith, the usual proportion of juvenile delinquents under 14 years of age was five: now they are not one in 100; that is to say, that as the schools extended in Edinburgh the juvenile commitments diminished.

442. Are we to set that down entirely to the diminution of crime, or has any system been adopted in Edinburgh under which the magistrates send boys who have committed crime to your school rather than to prison?—I was going to explain that there are two causes in operation. In the first place, the improvement of the children; and, in the second place, that our ragged schools are the places to which our magistrates (I do not know that they have any law for it,) now send our juvenile delinquents who have been guilty of some petty crime, in place of the prison.

443. Do you know to what extent that has been done?—I think, to the best of my recollection, that of the whole number we have in our school just now, which is 297, there are about 52 of those that have been sent by the magistrate.

444. Direct to you?—Direct to us.

445. Without passing immediately through the gaol?—Without ever being in gaol at all.

446. In your judgment, if that system is not strictly legal, you think it ought to be made so?—Certainly.

447. Mr. *S. Herbert.*] Does not that diminish the value of your statistics, as showing a diminution of crime; because it appears that the diminution in the number of children committed to prison arises from the children being committed to your school instead of being committed to prison?—Both causes are in operation; we sent out about 30 children, to be useful members of society, in one year, 99 out of 100 of whom would otherwise certainly have been in prison.

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448. But it does not show a diminution of crime, because the crime had been committed, although the child ceases to be counted as criminal?—Certainly it reduces it to the extent of those children sent by the magistrates to the school, and sometimes it is the means of saving those children.

449. Sir *J. Pakington.*] You are not able to tell us the ratio in which the two causes operate?—No, I am not able to tell that; but I am able to say this, that I think the magistrates have sent us about 200 children; and after those children have left us, so far as we can ascertain, very few of them have ever been in prison; and I think I would be safe in saying that, out of those 200 children, 150 would have led criminal lives but for our ragged school.

450. Is it within your knowledge whether in the towns of Aberdeen and Dundee the apparent diminution of the number of children in gaol has also been, in a certain degree, caused by the magistrates adopting the same system?—In Aberdeen, I believe, it has been so; but I do not think it has in Dundee; I do not think they carry it to the same extent in Dundee as we do in Edinburgh, but I have some answers from the schools on this subject. I thought it right to put myself in communication with the other ragged schools, so as to be able to give the Committee their information about them as well as our own. I can give you answers from other schools in regard to the relapse of children. I have returns from Glasgow, Dumfries, Ayr, Campbelltown, Paisley, Dundee, Inverness, and Greenock. I will read the questions I sent to those schools.

451. Are there ragged schools in all those towns?—There are ragged schools in all those towns, on the same system as our own; and there are ragged schools in some other towns in Scotland, from which I have not got returns. We have not got returns from Perth or from Hawick, nor from some other smaller towns.

452. Are those ragged schools respectively as adequate to the amount of population as yours is at Edinburgh?—No; in Edinburgh we have a more efficient system of ragged schools, so far as it goes, than any of the other towns, with the exception of Aberdeen.

443. Mr. *S. Herbert.*] In order to draw fair conclusions from these statistics, ought not you to include in each year, together, those committed to prison and those committed to school?—Certainly, that ought to be done.

454. Could that be done?—I think Mr. Smith would be able to do it.

455. Mr. *Tufnell.*] Would not it appear from your figures that the number of juvenile offenders has increased?—But it is fair to take into account, that in many instances before our school was established those juveniles who are now sent to our school might not have been sent to prison at all; their parents might have been fined, or the children might have been whipped, and never sent to prison at all; but just flung back upon the street again to be brought up again as more serious offenders.

456. Mr. *S. Herbert.*] In order to make your return a fair one for your own view, ought you not to state what offences the children sent to you by the magistrates have been brought up for; because some are sent to you merely for vagrancy, without the commission of any offence?—Yes.

457. Sir *J. Pakington.*] Would those children have been sent to prison for that if there had not been your school to send them to?—That depended a good deal upon the magistrate; we have repeatedly had children in prison for vagrancy.

458. Mr. *S. Herbert.*] Could you also give the Committee returns of the state of juvenile crime in other towns in Scotland of a similar character where there are no ragged schools, during the same years?—I will endeavour to get that; but we have hardly a town of importance now in Scotland without ragged schools.

459. Sir *J. Pakington.*] Have you many children in your schools who have been convicted of crime before courts of justice, and have then completed their sentences in prison, and come to your school afterwards?—We have a few. I beg to state the experience of our teacher upon that subject: he has no objection to take into our school children that have been only once in prison; but if they have been two or three times convicted, he thinks a ragged school is not the place for them at all. The fact is, we cannot keep them there after they have got into the regular habits of criminals; they will not remain with us. When a magistrate sends one of those children to the ragged school, if it is a first offence, we manage the child very well; if it is a second offence, and the child has

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has been already in prison, we have a difficulty in managing the child; but if the child has been in prison twice, and is then sent to our school, three out of four of those children leave us; they will not remain under our control.

460. Mr. *Milnes.*] So that, in fact, the circumstance of those children having been in prison, and punished according to the ordinary process of law, makes them more unfit for education or for reformation than they would be without?—Certainly.

461. Sir *J. Pakington.*] In fact they will not stay with you?—They will not; and for that very reason we want, by law, to have the power of compelling the attendance of those children at school.

462. Mr. *Milnes.*] What influences do you think lead them away?—The influences of their parents, and the depraved habits they have acquired by running a course of crime.

463. Lord *Lovaine.*] Have you the separate system in the Edinburgh Gaol?—We have.

464. Sir *W. Jolliffe.*] It is your opinion that three or four convictions to prison render their reformation almost hopeless?—Almost hopeless in a ragged school, for this reason, that we have not the power of compelling their attendance. They will not remain with us after they have acquired the habits of criminals.

465. Do you suppose that any large proportion of the children that have been sent to you by the magistrates have been apprehended by the police, and taken before a magistrate merely for the purpose of being sent to your schools?—I am not aware of any. They had committed some small offence, or they are vagrants, or a disturbance of the peace in some way.

466. Mr. *Tufnell.*] Would they send them to your school for such an offence as picking a pocket in the streets?—If it was the first offence, and it was a young child, I think the magistrate would. I have two letters here from Mr. Lothian, the public prosecutor of our County, which I think will bring out some of the points I have been asked about. He says, "On the 27th of January last, Robert Sommerville, apparently 12 or 13 years of age, was remitted to me from the police." This is the procurator fiscal, the public prosecutor of the county. "I recognised him at once, and I said, 'Boy, did I not liberate you from prison yesterday?' He burst into tears, and answered, 'Yes.' 'What has brought you back?' I inquired. On which an officer put into my hand a written information, bearing that he had stolen a pair of child's stockings from a shop door immediately after he was liberated yesterday; and the police had remitted him to me, because, young as he was, the police magistrate cannot try a person more than twice for the same kind of offence." He must go before the prosecutor for the county. "This boy had already not only been twice tried in the police court, and once whipped, but he had been remitted to me for a third offence in December 1851, and suffered 12 months' imprisonment; an imprisonment designed by its length to secure him the benefit of education in Perth Penitentiary. I asked him why he persisted to steal in spite of such punishments? His answer was 'Starvation.'" He adds, "Do you want any more such cases? They are not rare. The great thing required is, power in the magistrate not only to send a child to, but to keep it at a ragged school. In short, we should have a ragged prison." That gentleman writes me another letter, and he wishes me, if I bring one before the Committee, to bring the other also. He says, "Since I wrote to you, a new case bearing on ragged schools has occurred. It is of a different character from the last, and points rather to the inefficiency of these schools, in the case of convicted thieves; unless, as I formerly hinted, their attendance can be made compulsory. Two boys, M'Intosh and Rowley, charged with theft, were remitted to me from the police; one of them having been previously twice convicted of that crime. As they were respectively of the ages of 13 and 14, I stretched a point, and they were sent to the ragged school. Exactly four days afterwards, the same boys were remitted to me by the police, they having committed a new act of theft, along with a third boy, Murphy, aged 12, also a ragged-school boy, whom, though at school, and against whom there were no previous convictions, they had enticed to join them. I beg, if you use my former letter, that you will use the present in conjunction with it; because, though these letters essentially differ, they give, together, a better view than either would do singly, of the working of the voluntary system; and yet each equally indicates that unless the magistrate, in the case of a young thief, can make his attendance compulsory, he had better send him to prison."

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467. *Chairman.*] Is the procurator fiscal of the county an advocate?—No, he is a solicitor; but he prosecutes all cases in the court before the sheriff.

468. Sir *W. Jolliffe.*] With regard to the system of religious teaching, you say that, in the other towns you have mentioned, schools exist upon the same system. Is the same system of religious teaching pursued in those schools as in yours?—I will read you their answer upon that subject. The first query we put to all those ragged schools was, "On what principle is the education of the children conducted; and especially, is the authorised version of the Bible in universal use in the school?" The abstract of their answer is, "All the schools are conducted on the same principles as those on which ordinary schools in Scotland are conducted. The authorised version of the Bible is in general use in the whole of them; the Holy Scriptures are made the groundwork of all the instructions the children receive." Glasgow and Greenock say the Bible is the text book; so that all the schools are conducted on the very same system as that in Edinburgh with which I am connected.

469. There is no catechism of any particular church in any of them?—I am not aware that there is any catechism in use.

470. Do you think that absence of everything sectarian in the religious teaching is essential to the good management and the success of those schools?—Yes, I do.

471. And that under any other system they would not work so well?—I do not think they would work so well; I would have had no objection, could I have succeeded in getting the different Churches each to take up a ragged school of their own. I thought there might be a pleasant rivalry between them; but I prefer the present system, and we have acted harmoniously together.

472. Still you think a catechism desirable?—I think it is.

473. The catechism you contemplate would exclude Unitarians, and it would exclude Jews?—Certainly. I could not draw up a catechism that would include the views of Jews and of Unitarians.

474. You said that there is some difficulty, after the children have left the schools, in getting them to fix upon any form of religious worship?—The difficulty we found in Edinburgh was this: that as they had not been attending any public church, it was difficult to get them to go so regularly to church as we wished.

475. Are the Committee to understand that your difficulty arose from their not being able to fix upon any religious denomination to which they would join themselves?—No; I think not all from that, but that they had not been in the habit of going to any church.

476. Mr. *S. Herbert.*] Is not the question of the employment of ragged schools, as a means of reformation, quite unaffected by the question of teaching them with or without a dogmatic creed?—Quite so.

477. Therefore, the religious teaching is a matter which scarcely enters at this moment into the discusssion, so far as regards the question of the possibility of supplying the place of prisons by ragged schools?—Not at all. I believe all the ragged schools, on whatever principles they are conducted, do a great deal of good.

478. What you do you might do either way?—It would be infinitely better to do it either way than to lock them up in a prison.

479. Sir *J. Pakington.*] Have you traced the conduct and habits of these young persons, as it respects religion, after they have left you?—Yes, we have.

480. What have you found?—The result has been most satisfactory. We have found that of the children that have become domestic servants, after being in our asylum, a large proportion do well; as large a proportion of those do well as of those that belong to the ordinary classes of society.

481. The question was directed to their religious conduct. You say that a boy, after leaving your school, if asked what denomination of Christians he belonged to, would be unable to say. Have you traced what the religious habits of such persons were after they left your school?—They very often go to the church to which their master or mistress go; at least, we wish them to do that, whether it be the Established Church, or the Episcopalian Church, or the Free Church. We believe that we can trace the salvation of the souls of some of those children to the ragged schools; some of them have shown evidence of a decided change, not only of outward conduct, but of heart.

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482. Do you know whether they have been regular attendants upon public worship after they have left the school?—Many of them have been, but we have had a difficulty in breaking them into that part of the system, because we have it not, and that is a deficiency in our system we wish to supply. But if we got a church, it would not matter to us whether the person who went to preach to those children was an Episcopalian, or belonged to the Established Church, or to the Free Church. We should never make that a question at all.

483. *Chairman.*] Will you state anything further that you have to say, as the results of your system, with regard to the diminution of juvenile crime?—I have stated the reduction of juvenile mendicants in our streets, and the general good behaviour of the children after they leave us. And according to the returns, I believe only five have been committed to prison again. I believe that as large a proportion of these juveniles have done well as belong to any other class of society.

484. Do many children go out from your schools into service?—Upon the average, we have had from 30 to 40 children each year go out to service or to the colonies.

485. With regard to those who have gone out to service, what has been their general conduct, as far as you have had an opportunity of knowing?—We have difficulties, of course, with some of them; but the greater proportion of those children have done as well as that class of people who become domestic servants generally do.

486. Sir *J. Pakington.*] Do you send many to the colonies?—I think we sent 14 last year, and we sent six or seven the year before.

487. But you have had no means, in so short a time, of ascertaining how they have conducted themselves?—We have had letters from the colonies most satisfactory.

488. How did you defray the expense of sending them to the colonies?—We have an emigration society in Edinburgh, who assist us, because the Government, unfortunately, will not take our ragged school children for emigration.

489. Have your accounts of them been good without exception?—Without a single exception.

490. Mr. *Adderley.*] To whom are they sent in the colonies?—We have generally tried to get some parties who are going abroad to take charge of them. We have ascertained that some decent, respectable parties were going out, and we have committed the charge of the children to them; and we have corresponded with parties in the colony who have taken them into their service.

491. Mr. *S. Herbert.*] At what age have you sent them out?—About 14 or 15; or some of them 16.

492. Mr. *Tufnell.*] Boys and girls, both?—Yes.

493. You have sent out both sexes to the colonies?—Yes, both; we have sent them to America, Australia, and New Zealand.

494. Mr. *Adderley.*]—Have not those who are placed in domestic service got better places than children of this class would naturally expect to get, or could have got, except they came through your school?—If they had not come through our school they would not have got a decent place at all.

495. Does it not give them a preference as domestic servants over boys in the same class of life who do not get into your school?—It gives them no preference over decent poor people's children. It gives them a preference, of course, over those who are walking about the streets of Edinburgh, plundering and stealing.

496. But boys of the class of life who go into your school could hardly aspire to become domestic servants?—If their parents had been decent people they might have become domestic servants, most of our domestic servants being the children of the working classes.

497. *Chairman.*] With reference to the future, do any suggestions occur to you for the improvement of your own plan, in the first instance?—There are two suggestions which I will bring before the Committee. The first is, that we cannot succeed by voluntary effort, as far as we have tried it. Our funds are not increasing; they have not diminished materially; but when the blush and novelty of the thing is over, we rather fear they may diminish a little: but supposing they remain as they are, we have not succeeded in raising them year by year as we would wish to do. The amount of money which we can command by means of voluntary effort is far short of what is needed by the necessities of Edinburgh. We have now in the different Edinburgh schools about 600

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children. I am satisfied that there are still remaining in Edinburgh, who would require to be admitted into such schools, between 1,500 and 2,000 children. Here is a pamphlet in illustration of this, which I may just bring before the Committee. I hold in my hand a pamphlet by Dr. Bell, who is the very efficient secretary of our school. He takes a particular wynd in Edinburgh, which we call Blackfriars Wynd. He examined every family in this wynd most thoroughly, and he says: "At present there are 14 children belonging to this wynd in the original ragged school, and twice as many more are eligible for admission either into it or into analogous schools." So that taking Blackfriars Wynd as the standard by which we are to judge of what is required, the ragged schools in Edinburgh can only take up a third of those for whom ragged schools are needed. I have a letter from a gentleman, a Mr. Trench, which brings out evidence to the same effect, and which it may be useful to the Committee to read. This gentleman is a missionary, belonging to one of the United Presbyterian congregations in Edinburgh. This congregation has selected a district in Edinburgh containing a population of 5,000 people, one of the worst districts in the town, and they spend 500*l.* a year upon that district. They maintain a minister, this Mr. Trench; and they maintain a number of schools in the district. I requested him to give me his experience in that district, that I might be able to bring it before the Committee, and he says: "Notwithstanding our efforts, and those of other schools in the neighbourhood, there are of children under six years of age not at school, 180; and above six, but not 12 years of age, nearly 200. Two-thirds of these are Irish." So that in that district alone there are about 380 children who are not at any school whatever; the greater part of those being fit subjects for ragged schools. He goes on to say: "In dealing with these, we have offered uniformly to educate two or three children at the charge for one, and even to do the whole gratuitously, if they were only sent and would attend regularly. But the inducement usually is contemned; or, if accepted, is soon practically disregarded by the parents. In fact they stipulate for 'feeding,' over and above education. Their children, if not engaged by school attendance, can, and so they avow, support themselves by begging or hawking; and if they are to go to school, they must be fed there as well as taught, or it would prove a bad bargain." Then he adds, that in the few cases where they have succeeded with the parents, a fresh obstacle has been encountered with the children; that is to say, the children of respectable families in the school object to have these ragged school children associated with them. Then if you take 220 children in a population of 5,000 who ought to be at the ragged school, that gives you, I have no doubt, nearly 2,000 children in Edinburgh that still want ragged school instruction.

498. *Chairman.*] You are of opinion that there is a great want of further provision of this kind in Edinburgh?—Very great want; even in Edinburgh, which is one of the best supplied, there are not above a third of the children provided for.

499. And the case is *à fortiori* as to other towns?—Yes.

500. What is the practical suggestion which you would make upon this head?—The practical suggestion that I would make is, not that the Government should come forward and supersede our local efforts; I should look upon that as a great calamity; I think that parties in the locality manage such schools as these better than they could be managed through a central board here in London, and through Government agency. I think, too, that it is better for the children; because we get ladies and gentlemen connected with the management of those schools to take a special interest in the children themselves, and to take them by the hand. For instance, by way of illustration, there are a number of families of the higher and wealthier classes in Scotland who pay so much a year for keeping so many children in the school, and they take an interest in their future welfare. Independently of that, I think it is a great benefit to us in the locality to have this good work to do; therefore I should look upon it as a very injurious system to put the ragged schools under the sole management of the Government. I do not wish the Government to supersede our efforts; what I wish the State to do is, to supplement them. I remember that, when I waited on Lord Lansdowne on this subject two or three years ago, I stated to him what was proposed by our Committee at Edinburgh; that we would undertake, for instance, to feed and house and clothe the children, provided the Government would undertake the expense of teaching the children. By that means, the

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Government would have a security that we were not asking money without occasion, for we should be raising fully half ourselves.

501. Mr. *S. Herbert.*] Would not that arrangement impose upon the Government exactly that part of the duty which it is most difficult for the State to perform, namely, to give instruction to children of different religious denominations? —In the first place, the Government have the choice whether it is better to teach the children out of prison or in prison; the Government have to maintain teachers in prison out of the public funds of the country.

502. Supposing the Government does subsidise your schools, why do you prefer that the money paid by them should be spent in the teaching, rather than in supplying the material wants of the school?—I have no objection to take it either way; I merely go upon the principle that I thought it would be right that the people in the locality should maintain the children, and that the Government should see to the education.

503. Do you mean that that should be done by a grant from the Government, or by public money raised by a rate in the locality?—I have not maturely considered that; but that it should be done by the State, in some shape or other, I have no hesitation in saying. Perhaps the better plan might be, that it should be chargeable on the parish, if the party had a claim on the parish funds. Take for instance, a child found in the streets of Edinburgh wandering about, passing into a criminal condition, and almost certain to be an actual criminal in the course of a year or two; I take the child, and bring him before the magistrate; the magistrate inquires into the history of the child, and finds that that child is the son of a man who is earning good wages, but a drunken blackguard. I would say that the magistrate should compel the parent to pay for that child, when the magistrate sends the child to the school. If, on the other hand, the child belongs to parties who are poor, but have a claim on the parish, then I think it would be right and proper that the magistrate should compel the parish to pay for the maintenance of that child. But there are a large number of children in all our large towns that belong to no parish at all; they do not know to what parish they belong; they could not fix a residence in Edinburgh. In the case of those children it might be a right and proper thing to pay for them out of the general funds of the State. But I have not entered into that question particularly.

504. Mr. *Tufnell.*] Are there not very large educational establishments in Edinburgh?—Yes; and it would be the greatest blessing in the world if you would pass an Act of Parliament turning a large part of those hospital funds to the benefit of the ragged schools, for we have so many that they are a positive calamity to us.

505. Are not some of those establishments for children of the lower classes? —They are; but there are children not of the lower classes admitted into those schools, and they there get such good feeding and such good education, and there are so many inducements to people to send their children to those hospitals, that they have become an absolute abuse in Edinburgh.

506. There is a large amount of funds appropriated to education which you think is thrown away?—From which the most destitute part of the community get no benefit. I would observe further upon this point, that the universities get grants out of the public funds; the Established Church gets grants out of the public funds for their schools, and the Free Church gets grants out of the public funds for their schools. The universities are chiefly for the education of professional men; the Free Church and the Established Church schools are for the education of children belonging to the decent and respectable classes of society; but in Scotland at this moment there is nothing given out of the public funds for the education of the most destitute classes of the community. Those that have the first claim upon the public funds appear to be the most neglected.

507. Lord *Lovaine.*] Do not the schools in the workhouses supply in some measure the wants that you have indicated?—They supply the wants in reference to those who have a claim on the parish, but not in reference to the great number of children who can make out no claim upon the parish at all. A party applies for relief, but will not enter the workhouse; and the children are left to walk the streets in idleness. On coming from Ireland they have no settlement, and back to Ireland they will not go.

508. Sir *J. Pakington.*] The funds of the institutions about which you were just now asked, and which you said you should like to see by Act of Parliament

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appropriated to a considerable extent to ragged schools, have been appropriated by the will of the founders to specific objects, have they not?—Yes.

509. *Chairman.*] You have stated that all these ragged schools are supported by voluntary contributions?—Yes, with this exception: the police attach so much importance to our ragged schools in Edinburgh, that they vote 100*l.* out of their funds for our school, and 50*l.* for another school, every year.

510. But still, in Edinburgh and elsewhere in Scotland, those voluntary exertions are found inadequate for the object for which these schools have been instituted?—Yes. One party in Dundee says, that they do not need larger funds; but the prison returns of Dundee prove that they do need larger funds. Some of the excellent gentlemen there have, I believe, strong views upon the voluntary question. I do not know whether that has influenced their views, but I think they are mistaken in that.

511. Do not you think that the best plan for the State to assist you, would be to give you grants in aid of your exertions, without appropriating those grants to any specific portion of your expenses?—Quite so; I merely mentioned that as one way of dividing the burden.

512. *Chairman.*] You want to have the burden divided, so that the State should bear a part, and that the other part should be borne by voluntary zeal?—Yes; and that the State should not supersede us, but supplement us.

513. Mr. *S. Herbert.*] You retaining the control of the schools?—Under Government inspection; so that the Government shall have the power to withdraw the grant whenever they choose, if they are not satisfied.

514. Mr. *Tufnell.*] If your schools at Edinburgh were extended, would you have them in the country?—We would have our agricultural school in the country; but I do not see any great objection to having the ordinary industrial school in the town itself, provided it is in a good locality.

515. Sir *W. Jolliffe.*] Would it not be absolutely necessary to have the schools in town, otherwise the children could not return home at night?—Just so. Again, another advantage is, that they are constantly before the public eye. The very marching of the scholars through the street is a powerful pleading for the schools: they are visited by immense numbers of people. I think you could not bring voluntary effort to bear profitably upon the school unless it was in town. Many ladies and gentlemen make a point, as members of the committee, of visiting the school, and taking an interest in the children; that could not be accomplished if the school were out of town.

516. But in a school in town you cannot accustom boys to out-of-door labour?—Certainly not. We contemplate having an industrial farm; and when the boys and girls have reached the age of 10 or 11, we would draft them out to the industrial farm. All we want is funds for the purpose.

517. Lord *Lovaine.*] you are speaking of those children of whom you undertake the entire management?—Yes.

518. Mr. *Adderley.*] Where is the education of pauper children conducted now?—Within the poorhouse.

519. That is to say, by educating a small number of children in each poorhouse?—There are a great many children, orphans and others. But I think the whole system in Edinburgh and other towns is very bad. A man dies and leaves a widow with two or three children. It may be that she is not a person of criminal habits. She applies to the poorhouse, and gets 3*s.* a week for the maintenance of herself and those children. She gets that money entirely on account of the children, because if she had no children they would not give her a farthing. They would say, "You can support yourself." In many instances the 3*s.* a week the pauper gets for the maintenance of her children, never goes to the children at all; it goes to the whiskey shop, and the children are roaming the streets, adding to the number of our criminals. I have no doubt it would be most desirable in Edinburgh to have a school attached to every poorhouse, similar to our ragged school; and instead of giving the 3*s.* a week to the mother, give the children a right of admission, a ticket of passport into that school where they might be fed and educated, and return to their mother's house at night. The present system for the out-door paupers does not secure the education of the children as it should do.

520. Supposing such ragged schools were established as you propose, would the pauper schools merge in them?—No, because of the large number of children

children belonging to our ragged schools 19-20ths have no claim upon the parish at all.

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521. Lord *Lovaine.*] By the Scotch law, does not a person who is found without a settlement become chargeable to the parish in which he is found?—Yes; but an order is given to go into the workhouse, and they will not go.

522. Mr. *Adderley.*] Supposing power were given to make them go; in that case, what room would there be for two classes of schools?—The objection to sending this class of children to the workhouse school might be, that a great many of them are just on the verge of criminality, and the workhouse people might not like to have them there.

523. Do you consider that they are so criminal a class of children, that you can draw that line of distinction between them and the pauper children in the workhouse?—I think you might, in many instances; there are children of many decent people in the workhouse.

524. But are there not the children of decent people in the ragged schools?—Hardly any. I would venture to say, that in 99 cases out of 100 the parents have been dissipated characters.

525. Do you think that in the ragged school the children are generally of that character that may be distinctly called "criminal," as distinct from "destitute"?—Either criminal or on the way to crime. Nine-tenths of those children have been either begging or stealing before they come to us, or are upon the way to beg or steal before they come to us. You may consider them criminal in that sense, that, if you had left them alone, nine out of ten would have become criminal.

526. Even when your system is fully carried out, you think there would be a line of distinction maintained between pauper children and the class of children fit for ragged schools?—I think so; because our Scotch people have a most unconquerable aversion to go into the workhouse; they would rather beg, or hawk small wares; the consequence is, that the family are brought up in a most miserable way.

527. Would not the ragged school provide for all those pauper children who go to the workhouse now from destitution?—The charity workhouse people would not send their children to our school; a decent poor man's child might consider it an injury to be flung in amongst such a class of children as there are in our schools. The children of the pauper workhouse are in a number of instances the children of people who have been sober and honest, and people who have been reduced to poverty by some providential event.

528. Sir *J. Pakington.*] Supposing your funds were, by grants from Government, or by other means, considerably increased, so as to enable you to enlarge the sphere of your operations, do you anticipate that there would be any difficulty in drawing a line with regard to the class of children that ought to be admitted to your ragged schools?—I think not.

529. How would you prevent any such difficulty; would it be by a regulation enforcing payment from those who are able to pay?—If there is an Act of Parliament passed at all, it should be to the effect that every parent should be compelled to pay for his child, if he has the means of payment.

530. Mr. *S. Herbert.*] Who would decide that?—The magistrate should decide. I was going to say just now, that one of the good effects I attribute to our Edinburgh school, as compared with Glasgow, is, that we have reduced the criminal juvenile delinquents under 14 years of age in Edinburgh to a much greater extent than they have done in Glasgow; and we have done that, just by preventing our school from being a school in which pauper children are admitted. They have a very considerable number of children in the Glasgow Ragged School who are sent there from the charity workhouse at Glasgow, that is to say, who have a claim on the Glasgow charity workhouse, and they do not turn them out of the school. We do; we send them to the workhouse. The consequence is, that the children in the ragged schools in Glasgow consist, to a considerable extent, of pauper children; whereas the children in Edinburgh are the children of persons who have no parish, and for whom there is no provision whatever made, and I believe it is chiefly from that latter class that the criminals are drawn; and from the circumstance of our taking in a much larger number of those criminals than they do in Glasgow, I attribute the favourable tables that we can show as compared with Glasgow.

531. Lord *Lovaine.*]—You stated that in case a child refused to go to the

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pauper school, you accepted him as a proper object for your attention?—In a case where a parent preferred to walk the streets, and was walking the streets with his children rather than go into the workhouse, we would take that child; but we would consider it a right and proper thing that we should have a claim upon the parish funds for the cost of that child.

532. Sir *J. Pakington.*] You take in destitute children?—Yes; whatever be the cause of destitution.

533. Then supposing the sphere of your operations was a good deal extended, do not you anticipate a difficulty in drawing a line between pauper children and destitute children?—We should have no difficulty; because, if we ascertain that the parties have a claim upon an Edinburgh parish, we are in the habit of sending them there. We should ascertain whether the party had lived an industrial life in the town five years; and if we found that to be so, we should send him to the charity workhouse.

534. Are the larger proportion of children you have, children that have no parents resident in the town of Edinburgh?—There are a good many that have no parents.

535. You have told us that there are 2,000 children wandering about the streets of Edinburgh who would be fit objects for your institution; do you mean that there are that large number of children in Edinburgh who would, either by themselves or their parents, have no claim upon the Edinburgh parishes?—I fancy that if they took the trouble to find out their parish, a number of them could do that; but they will not do that; it must be done for them.

536. Do you do it for them?—We do it for them.

537. Still you think there are 2,000 children in Edinburgh who have no parochial claim?—I do not know; but there are 2,000 children who ought to be attended to, who are becoming criminals; who are leading a life that must of necessity end in crime.

538. Lord *Lovaine.*] But it would be optional to a person of the poorer class to say, "I will not send my child to the pauper school of the parish on which it is chargeable, but I will send him to the ragged school"?—The parent need not go into the charity workhouse unless he likes; but the charity workhouse will say, "If you do not come into the charity workhouse, we will give you nothing." But the law at present does not save the child from being a criminal, and I want a law to deliver the child from his parent.

539. Mr. *S. Herbert.*] Is not the law in Scotland different in the country and in town. In the country has not every child, although utterly destitute, a right to education gratis in the parish school?—Yes, the heritors may send a certain number of children to the parish school, but in the towns we have few proper parish schools.

540. Therefore in the town they cannot thrust any child upon a school against the will of the schoolmaster?—No.

541. Sir *W. Jolliffe.*] Have you any schools in Edinburgh founded by Government education grants?—Yes; there are schools belonging to the Free Church, and schools belonging to the Established Church, all assisted by education grants.

542. Those schools are for a higher class of society than the class of children that are maintained in the workhouse schools?—Yes. The parents of the children who are taught there are not paupers.

543. Therefore the workhouse schools are for a lower class of children?—Yes, the children of those who have been reduced to poverty.

544. Your school, again, is for a class below that?—For grades below that.

545. And it is your opinion that it is a great anomaly that the Government grants should not descend to that portion of the community who most require them?—I think those are the parties that should be first served; those ought to be the most helped who are the most helpless.

546. *Chairman.*] You have stated what you think it is desirable to have done for the extension of the ragged school system; have you turned your attention to the state of the criminal law, for the purpose of seeing whether you can make any suggestion for its improvement?—In reference to these children, I feel that we should need a law whereby the State would step in between the parent and the child, where the parent was rearing the child in such a way as almost to ensure his becoming a criminal. We have no law at present to that effect. I feel that we need a law to that effect. With that object in view, we drew up the

draft

draft of a Bill in Edinburgh, which I will put in. The Bill was originally drawn up by Sheriff Barclay. I have a copy of it, as amended, by some of the gentlemen who take an interest in our ragged school in Edinburgh.

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547. Are those legal gentlemen?—They are. I will state the objects of it. "It is proposed to enact: First. That from and after 'such a date,' when any boy or girl, apparently under the age of 16 years, shall be brought before any sheriff or magistrate, charged with any offence which it is competent for him to try summarily, and where it appears to such sheriff or magistrate that the accused party has been neglected in education or moral and industrial training, or that it is otherwise expedient, it shall be lawful for such sheriff or magistrate, instead of adjudging the offender, upon conviction, to suffer punishment by imprisonment, to continue the diet for passing sentence *sine die*, and by a writing under his hand to order the offender to be sent to any school of industry or other similar institution, where industrial training forms a prominent part of the system pursued therein, for such period of time as may be found necessary for his or her proper secular and moral education and training in habits of industry; providing that the said school or other institution has been sanctioned by the Lord Advocate for Scotland or the sheriff of the county within which it is situated, and that the directors thereof are willing to receive the offender as a pupil for such period as may be found proper and necessary for his or her thorough education and training. And in the event of any such offender deserting from said school before being regularly discharged therefrom" (which is a very common thing now, as I have shown the Committee), "then he or she may and shall be brought up under the recorded conviction" (so that the conviction is kept hanging over their heads), "and so often as desertion happens, said case may either be again dealt with as before, or sentence may and shall be given in such manner as might have been given at the time when first convicted; and that, notwithstanding the lapse of a year and day from the date of conviction, or any other rule and form usually observed in criminal proceedings. But in the event of the said young person remaining in said school or institution until regularly discharged therefrom, then said conviction shall be held as quashed, and no sentence or punishment shall follow thereon. Second. That when any idle or vagrant boy or girl, apparently under the age aforesaid, shall, from and after the passing of this Act be brought before any sheriff or magistrate, though not accused of any actual offence, it shall be lawful for the said sheriff or magistrate, with consent of the parents or other ostensible guardians of such young person, to order, by a writing under his hand, such young person forthwith to be transmitted to and received at any school of industry or other similar institution, sanctioned as aforesaid, and the directors of which may be willing to receive and retain such young person as a pupil for such period of time as may appear necessary for his or her thorough education and training in habits of industry; and the said sheriff or magistrate shall take from the said parents or guardians such obligations as he deems fit, for or to account of the board of such young person. Third. That if any boy or girl who has been so sent by any sheriff or magistrate to such school or similar institution as aforesaid, wilfully desert therefrom before being discharged, and shall refuse immediately to return thereto on being brought before any sheriff or magistrate of the jurisdiction before whom said case originally depended, said magistrate may immediately resume consideration of the charge originally made against said young person, and sentence him or her to such sentence as may be pronounced therein. Fourth. That when any boy or girl has been sent to such institution as aforesaid by any sheriff or magistrate, any person who shall directly or indirectly withdraw, or attempt to withdraw, such young person from such institution before he or she has been regularly discharged therefrom, or conceal or harbour such young person, or otherwise wilfully prevent his or her return, then such person so offending shall, on the complaint of any person who may prosecute, be liable in a penalty not exceeding five pounds sterling, to be recovered on summary complaint before any sheriff or magistrate, on confession or proof by the oath of one credible witness; and failing payment, the offender may be imprisoned for any period not exceeding sixty days, unless said penalty be sooner paid; and such penalty, deducting the expense of prosecution, shall be paid over to the treasurer of the institution in which such young person was placed for behoof thereof; and the prosecution shall be conducted in the form (as nearly as may be), and subject to all the provisions of the Act 9 Geo. 4, c. 29. Fifth. That

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in every case where any boy or girl has been sent by any sheriff or magistrate to such institution as aforesaid, it shall be competent for the treasurer or other officer of such institution to prosecute the parents of such young persons for the cost of their support therein, and to recover the same from the means and effects of such parents, and in respect of the alimentary nature of the claim, with power to imprison on the decree. Sixth. That where the boy or girl shall be sent to such institution as aforesaid, instead of being sent to prison, on conviction of offence, and where the cost of the support of such young person has not been recovered from the parents of such child, it shall be competent for the treasurer or other officer of such institution to receive and recover the cost of such support from the prison board of the county within which the offence was committed" (that is, in the case of a child who has actually committed a crime); "and such cost is hereby declared to be a valid charge upon the funds under the management of the prison board, under the Acts 2 & 3 Vict. c. 42, and 7 & 8 Vict. c. 34. And wherever the said boy or girl is sent to such institution without conviction of actual offence, then it shall be competent for the treasurer or other officer of such institution to receive and recover the amount of such support from the parochial board of the parish on which such young person would be chargeable, if a pauper, wherever the parochial board, by its inspector, has previously consented to the admission of such young person to such institution; and such cost is hereby declared to form a valid charge upon the funds within the management of the said parochial board, under the Act 8 & 9 Vict. c. 83, and declaring that the amount of such cost shall be taxed and ascertained by a certificate under the hand of the treasurer or other officer of the said institution, and certified by any two justices of the peace for the county wherein such institution is situated; and such sums shall be annually, and as on the 31st day of December in every year, charged against the said prison board and parochial board for the year then ending, and shall be recoverable and sued for within three months after the lapse of every such year and not thereafter; and the amount may be competently sued for under the Sheriff Small Debt Act, 1 Vict. c. 41, although the amount be greater than the sum to which the prosecutions by the said Act are limited; and on payment of said sums the said prison board and parochial board shall have all competent remedy for relief and recovery of the sums so paid against all parties bound in relief and payment thereof." So that it proposes, first, that the parent shall be made to pay; and if the parent is not able to pay, when it is a case of conviction, that the prison board shall pay; and if it is not a case of conviction, then that the parochial board shall reimburse the money which has been spent in the training of that child.

548. *Chairman.*] Under what circumstances was that draft of a Bill drawn up?—The original outlines of that Bill were drawn up in consequence of communications between different ragged schools. The committees felt the necessity, in all those schools, of having some power whereby the magistrate, in the first instance, could sentence the child to the ragged school, in lieu of a prison; and, in the second place, they felt the necessity of having a power, when the magistrate has sent the child to school, of securing the attendance of the child at the school, and delivering the child, on the one side, from itself, and on the other from the pernicious influence of its parents.

549. So that that draft Bill was the result of suggestions from the managers of the different ragged schools throughout Scotland?—It was. We had a meeting of a number of gentlemen in Glasgow, and then we corresponded with the Aberdeen and the Perth people; and that Bill was drawn up as expressing the views of the directors of the different ragged schools in Scotland.

550. And you all agreed in it?—We all agreed in it. The Bill has been partly altered since it was originally drawn, but the alterations are very small.

551. Your own judgment entirely concurs in it?—Entirely.

552. Mr. *Tufnell.*] It contemplates that the school should have the complete custody of the child; that he should not be allowed to go home to his parents?—I do not know that the child might not be left to go home to his parents, if it was safe for him to do so. It may be that the parents would not use any pernicious influence.

553. Mr. *Adderley.*] But there is no discretion provided for, in that respect, in that draft Bill?—The child would be handed over to the school, and the school committee would be left at discretion either to let the child go home, or to provide for it in the dormitory at night. The child might be the child of decent parents;

parents; instead of the police magistrate sending that child to prison he sends it to the ragged school. We would not remove the child from the parents in that case. The child might be the child of very wicked parents, and we would provide in that case that the child might sleep in the dormitory connected with the school.

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554. *Chairman.*] You say that the gentlemen who took a part in drawing that up are legal gentlemen, conversant with the law as it now stands?—They are.

555. Lord *Lovaine.*] With regard to the period of detention in the ragged school, the words, "regularly discharged" are used in this Bill; but it does not provide for any period of detention longer than that for which the magistrate can sentence?—I would leave the magistrate to judge how long the period should be.

556. And you would give him plenary power to commit a boy to school for as long a period as was necessary?—As long as was necessary for a thorough training.

557. Mr. *S. Herbert.*] Do you intend to make a separation between children committed for offences and the rest of the children in the school?—We do not find at all any necessity for a separate establishment for children committed for offences, if it is the first offence; and it so happens that the children do not look down upon any child who is sent to the school by a magistrate for the first offence. The fact is, that their morale is so low before they come into our school, that they do not consider those things as serious matters; and after their minds are improved, and their ideas are matured and enlightened, they know the circumstances in which those children have been, because they know the circumstances in which they themselves were; therefore a child brought to the school after being convicted of one offence is not looked upon askance by those children as he would be by children in another school. But I should think it necessary that a child who had been convicted of two or three offences should be in a separate establishment from the others in the ragged school; for we have found the influence of what we call a thorough juvenile offender very pernicious, and we are very unwilling to receive them.

558. Then do you contemplate having two establishments?—What I contemplate is, first, a ragged school, for the purpose of catching children before they reach prison; and then a reformatory school, for the purpose of telling upon the children who have already become criminals. If any state institution is established, I think that there should be two such schools.

559. Sir *J. Pakington.*] Under your proposed alteration of the law, you would contemplate two distinct classes of schools?—Yes.

560. Not a reformatory branch of your ragged schools, but distinct establishments for large districts of country?—Yes, one of which you might call the preventive school, and the other the reformatory school.

561. Mr. *Tufnell.*] In your school, about one-sixth of the whole have been children sent by the magistrates; you would not think it desirable that they should form a much larger proportion than that; say, one-half?—No; I would rather those children should be in another school.

562. But with the proportion you have now, you do not feel it injuriously?—We do not feel it seriously; we have been obliged to turn away some children from our school who had been convicted two or three times, and had become finished criminals.

563. Mr. *S. Herbert.*] They would have demoralised the other children?—Yes.

564. Mr. *Adderley.*] What is the object in the Bill drawing a distinction between those sent with conviction and those sent without conviction?—Because those sent with conviction would have been sent to prison if they had not been sent to the school.

565. Why should you keep up that distinction after you have two schools, one preventive and the other reformatory?—This Bill does not presume that you have two schools; this Bill proceeds upon the idea that you have only one school. If the State were to establish a preventive school and a reformatory school, that would alter the case; but the Bill does not contemplate that.

566. Mr. *S. Herbert.*] So far you disagree with the Bill; you think that if you were to engraft upon the ragged school a reformatory school, the amount of immorality introduced would destroy the morals of the rest of the pupils?—It would injure them. I would prefer to have the reformatory school separate from

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the preventive school, the object of one being to crush the criminal in the germ, and the object of the other being to reform the child after he has become criminal.

567. Mr. *Adderley.*] Is not the Bill inconsistent in itself, because the object is to separate the treatment of the children from prison treatment; and yet it keeps up the prison treatment by making a distinction in respect of the charge of cost?—It does not keep up the prison treatment; it keeps up the distinction so far as the payment of money is concerned.

568. Why should you maintain a relic of the old system which you want to obliterate?—It actually exists. The children come before the magistrate; then the parish might say, "It is hard to burthen us with additional burthens, because that burthen ought to go upon the prison fund; the child is a criminal; it is not a poor destitute child, but it is a criminal child; in fact, it is a prison burthen, and we ought not to have that child to maintain."

569. Upon whom does the prison rate fall?—I think upon the county.

570. Mr. *S. Herbert.*] In fact, you would have a ragged school in order to anticipate and prevent crime, and you would have another school that would be a reformed and improved sort of prison for children?—Just so; one preventive and the other reformatory; I think the first the most important, the preventive.

571. Mr. *Tufnell.*] Do you consider prison discipline as bad for children, whether for a long or for a short period?—It cannot fail to be bad. The whole arrangements of prison discipline are contrary to human nature. You cannot make a man better by putting him in circumstances contrary to every element of his nature, as it appears to me. To shut up a child within four walls of a cell, and leave it completely alone to itself, when God made it a social being and not a solitary being, is a proceeding which I think it is impossible should tell favourably upon a human being.

572. You do not conceive that any reformation of prison discipline could be devised that would make it beneficial to children?—I cannot conceive it.

573. Mr. *Adderley.*]—Is there to be nothing more of the character of a prison in the penal school which you propose than in the industrial?—You might require to give power to shut up a child, for instance, for one or two days after it was first received in prison; for I can conceive that a few days' solitary confinement might be beneficial; but I was speaking of that system as extending over the whole time of sentence. You might require to arm the parties in the reformatory school with a power of punishing to a much greater extent than in the other.

574. Can you state how much of a penal character you would attach to the system of the reformatory school?—I have very little faith in punishment.

575. What would be the main difference between your two proposed schools, the preventive and the reformatory?—The main difference would be the separation of the parties. Perhaps the reformatory school would require more severe surveillance; you have a more difficult material to deal with; you might require to punish a child that attempted to break away from the reformatory school. I believe the children never would break away from our preventive school, they are so happy; and they never knew happiness before.

576. The difference between the two schools would be rather in the character of the children sent to them respectively, than in the treatment of the children when there?—Yes; I believe you might require an amount of discipline if you are dealing with those that have actually become criminal, that you would not need in the case of other children.

577. Mr. *S. Herbert.*] Would you proceed against the parent to recover the cost of the maintenance of the child equally in both schools?—I would hold that the State is bound in its own defence to take measures to secure that no child should grow up a nuisance to society; and the party that ought to bear the responsibility should be the parent.

578. Mr. *Tufnell.*] Are there many parents who pay for the support of their children in your schools?—There are a few in Dundee. In Edinburgh there are very few.

579. Mr. *S. Herbert.*] Are there many that ought to pay?—There are a number, but not very many; most of them are utterly dissipated. I believe if there was a white slave-market in Edinburgh they would sell their children for drink.

580. Sir *J. Pakington.*] I understand you to say that you disapprove entirely of the separate prison discipline as applied to children?—Entirely.

581. Have you had opportunities of watching the effects of the separate system of prison discipline upon children?—Not many opportunities. I believe that those children who have been in prison under the separate system, unless they are taken by the hand either by the ragged school or by some benevolent individuals, just return to prison again.

582. Mr. *Adderley.*] Are there any cases of offence on the part of children which you think would require severer treatment than either of those schools would supply?—I do not think so. I do not know any good that is to be done by that.

583. Can you state at all the proportion of the children in ragged schools who have settled parents, and the proportion that have no parents at all; also, the numbers who come to school having cruel or vicious parents?—I shall be able to give those.

584. Mr. *S. Herbert.*] In preparing that return, can you give the ages of the children committed by the magistrates?—I will state that.

585. Viscount *Barrington.*] You have proposed that in certain cases the magistrates should have the power to make an order upon parents for a certain payment towards the maintenance of these children. Supposing they do not pay, how do you propose to deal with the parents?—There are two ways of dealing with them; either to let them alone, or to punish them; you would prosecute it as a common debt.

586. Mr. *S. Herbert.*] Suppose the case of a parent who had taken great pains with his children, but had an incorrigible, vicious child; would you enforce the payment in that case?—I would do it in no case but where the parent had neglected the child.

587. What evidence would you have of that?—I would take the evidence of the man's neighbours, or any other parties.

588. But the neighbours would probably be as bad as the man himself?—You have the policemen in all the large towns, and they are perfectly able to give information.

589. *Chairman.*] Would you require the magistrate to investigate the matter as well as he could, and if he thought fit, at his discretion, to make an order upon the parent for payment?—Yes.

590. Mr. *C. Legh.*] How would you recover the money from a person of bad character?—Very likely you might never be able to recover it at all; and in that case you must consider that the State, at the expense of 25 *l.*, makes a useful citizen, in the place of spending 300 *l.* to pursue the criminal to the last stage of his existence. That is the view that we take of it, even in an economical point of view. We have turned out children who are now useful citizens, at the expense of 25 *l.* a head. We say that those children, if left to run their course, would have cost the State 200 *l.* or 300 *l.* each.

591. Mr. *Adderley.*] Do you suppose that a great number of those children are led into crime by actual destitution?—There is no doubt about it, that poverty being often brought on by the dissipated habits of the parents. One of the greatest curses which we have in our country, and which, as long as it exists, will increase exceedingly the need for ragged schools, is the quantity of dram-shops that we have in the large towns in Scotland, and the great extent of drinking.

592. Mr. *Tufnell.*] Are not spirits sold in all the grocers' shops?—In certain districts in Edinburgh every other shop is a spirit shop, either as a dram-shop or a grocer's shop. It is the great cause of filling our prisons, our poorhouses, and our ragged schools.

593. Is it not the custom to give the servants drams who come to the grocers' shops to purchase goods?—Yes, in some cases; it is a most destructive habit.

594. Mr. *Adderley.*] It has been given in evidence before this Committee that children are not usually led into crime by actual hunger and destitution; do you agree in that?—A great many are sent out by their parents, their means of maintenance being by begging and stealing. It is not actual hunger that leads the child to steal, in many cases; but it is the desperate circumstances of the parents that have led them to those habits. Therefore they begin with begging; and they also sell small wares. I have a paper which I got from Mr. Johnston, which brings out, in a remarkable way, the criminal masses that we

Rev. *T. Guthrie.* D. D.

3 February 1853.

we must have in our large towns in Scotland as well as in England, who are receiving no education at all; and to them belongs the class on which this Committee is sitting. It is by Mr. Keith Johnston, author of the Physical Atlas, and one of the greatest geographers and statists in the country. He says, "Assuming that, in order to the general diffusion of primary instruction in a State, one-sixth of the entire population should be in regular attendance at school, as in Prussia, this diagram will afford an appropriate comparison of the present condition of educational progress or destitution in the several countries named. The columns indicate the proportion of Protestantism (blue) and Popery (red), in the different states." And it is a remarkable fact, that this distinction seems to have no effect upon the matter of education at all. "In Europe: in Prussia, there are one in six at school; in Saxony, one in six; in Switzerland, one in six; in Baden, one in six; in Würtemberg, one in six; in Denmark, one in six; in Sweden and Norway, three of the provinces of Holland, and three departments in France, one in six and a half; in Bavaria one in seven. When you go to the free states of America, there you find in Massachusetts, New York, Connecticut, New Jersey, and New Hampshire, one in six; and in Maine, Vermont, Rhode Island, Pennsylvania, and Ohio, one in seven. When you go to Austria, you descend to one in nine." Allow me to say, that with regard to foreign countries, Mr. Johnston is quite satisfied that this Table is quite correct. With reference to England, Scotland, and Ireland, he says it is a very near approximation; but he will not say that it is as correct with regard to them as it is with regard to the others. In Belgium one in ten; in France generally one in ten. Then we come to the slave states of America: In Maryland one in eight, in Virginia one in eight and a half, in Delaware one in nine, in North Carolina one in ten, and I am sorry to say, that when we come to my own country, it is only one in eleven. In Ireland it is one in twelve, and in England and Wales it is one in twelve. Then we come to the other slave states of the United States; South Carolina, one in eleven and a half; Georgia and Florida, one in twelve. I am sorry to say that we are only on a level with those countries as far as education is concerned. Allow me to say, that I find upon this diagram the strongest of all evidence what immense masses there are in our large towns who are receiving no education at all. Most of the objects of ragged schools must be there, because in all our lowland and moderate sized country parishes almost every child can read. In a country parish which I had, there were a thousand of population, and there was only one in that population that could not read, and he was considered a perfect curiosity. When you go into our country parishes, and into our smaller towns in Scotland, you find that they have a tolerably good education; therefore, there must be an immense mass about our large towns who are getting no education, in order to bring us down to a level with the slave states of America. I will read to the Committee Mr. Johnston's letter to me. He says: "I beg to hand you the promised diagram on education, drawn up more hastily than desirable, since Dr. Bell informed me of your intention to leave for the South on Monday. The plan of the sketch is different from my former one, and more simple. I could easily have continued the descending scale through Spain, Italy, Russia, &c., but considered it better to hold out the example of excellence in other countries, in order to stimulate the rulers of our own. The countries of Britain are placed in as favourable a position as the statistics will warrant; but my inquiries on this subject are the least matured and the least satisfactory of any, having been deferred in the hope of obtaining some additional facts from the Population Returns, now nearly ready. The others, for the continent of Europe and North America, may be depended on as very near the truth. It is lamentable to think that we are only on a level with the slaveholding states of the Union; and that while the small and poor states of the Continent have made such gigantic strides since the peace, we have neglected our opportunities, and made little or no progress (keeping the increase of the population in view) for the last half century. From the colours you will perceive that Protestantism and Popery, simply as such, have little to do with the results." I will hand in this diagram (*the same was delivered in*). The only other matter which I might give in, is an abstract of the answers to those queries, bringing out the state of the different ragged schools in Scotland, from Glasgow, Dumfries, and those other places (*the same was delivered in*).

595. What is the population of Edinburgh?—About 150,000.

John

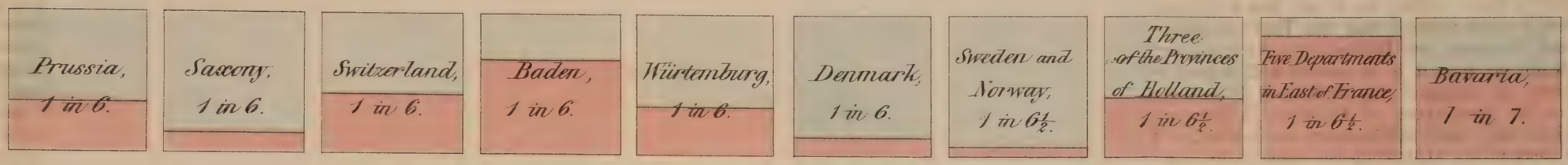
[To face Page 56.]

"Assuming that, in order to the general diffusion of Primary Instruction in a State, one-sixth of the entire Population should be in regular attendance at School, as in Prussia, this Diagram will afford an approximate comparison of the present condition of Educational Progress, or Destitution, in the several Countries named."

The columns indicate the proportion of Protestantism (Blue), and Popery (Red), in the different States.

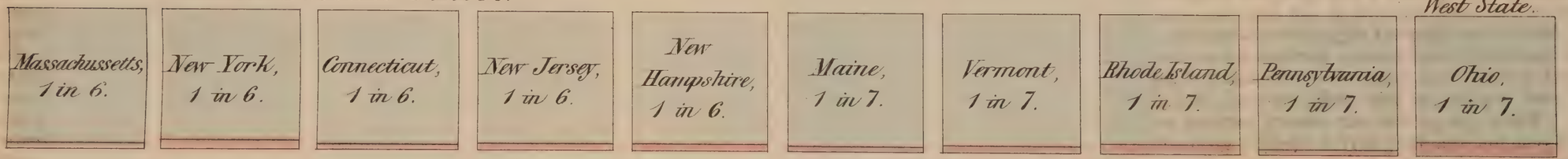
Countries in which Primary Instruction has nearly attained the maximum of 1 in 6, of the entire Population; or where from 90 to 100 Per Cent. of the Children, between the ages of 5 and 14, are under regular Instruction.

EUROPE


Prussia, 1 in 6.
Saxony, 1 in 6.
Switzerland, 1 in 6.
Baden, 1 in 6.
Würtemburg, 1 in 6.
Denmark, 1 in 6.
Sweden and Norway, 1 in 6½.
Three of the Provinces of Holland, 1 in 6½.
Five Departments in East of France, 1 in 6½.
Bavaria, 1 in 7.

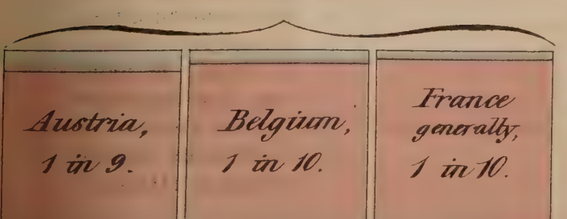
AMERICA

North-Eastern States.


Massachussetts, 1 in 6.
New York, 1 in 6.
Connecticut, 1 in 6.
New Jersey, 1 in 6.
New Hampshire, 1 in 6.
Maine, 1 in 7.
Vermont, 1 in 7.
Rhode Island, 1 in 7.
Pennsylvania, 1 in 7.
West State.
Ohio, 1 in 7.

Countries in which Primary Instruction extends to about three-fourths of the entire Population. — 1 in 9 of the Children between 5 and 14, or about 75 Per Cent. and under.

EUROPE



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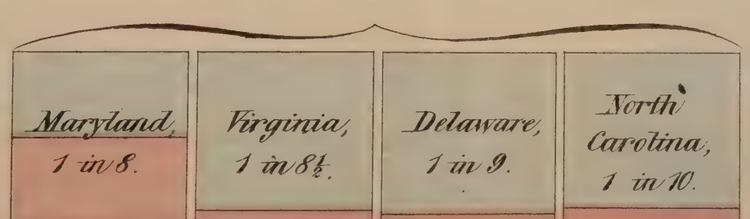
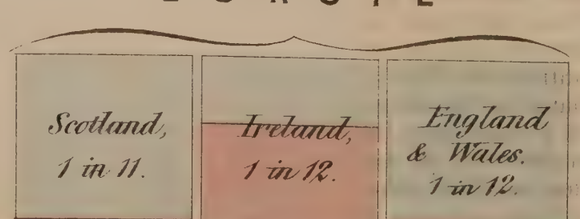
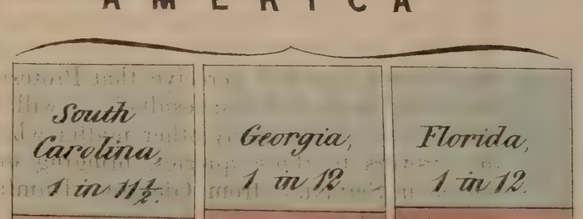


Countries in which Primary Instruction reaches only about one-half of the Children between the ages of 5 and 14, about 1 in 12 of the entire Population, or about 50 Per Cent. and under.

EUROPE



AMERICA



Son Lith.rs to The Queen

Nº 674. Ordered, by The House of Commons, to be Printed, 28th June, 1853.

Henry Hansard Printer.

John Adams, Esq. Serjeant-at-Law, Assistant Judge of the Middlesex Sessions, again called in; and further Examined.

J. Adams, Esq.

18 February 1853.

596. *Chairman.*] WILL you state what the point is upon which you wish to make an explanation?—Upon reading the printed Report of the Proceedings of the Committee, I find in Captain W. J. Williams's Evidence, in answer to Question 165, these words: "There was a boy who came before me in the Westminster Bridewell this morning," 11 May 1852, "for stealing four steel rings; and he had been sentenced to seven years' transportation, although never in prison before: he is a child of 10 or 11 years of age." Question 166, is, "With the view of getting him into Parkhurst?" The answer is, "Yes." Question 167 is, "Where was that from?" The answer is, "From the Middlesex or Westminster sessions." I was confident upon reading those questions and answers that the witness was in error, because the offence he speaks of is not a transportable offence. On referring to my notes I find that the boy in question is stated in the calendar to be 14 years of age, and not 10 or 11; that he was convicted of picking a lady's pocket of her purse and money, and also of four steel rings; that the feat was dexterously done, showing that he was an experienced thief, and that he immediately joined three other boys who were well known to the police, and who were waiting at a distance for him. It is true that the boy had not been in prison before; but I have always considered the fact of previous imprisonment, not as forming a necessary ingredient in a sentence of transportation, but only as evidence of the boy's previous character; and I considered the facts of this case quite as decisive of the boy's character and habits as if he had been in prison. I beg, however, to add that, had I then known, as I now know, that a sentence of transportation of necessity sent the boy to Parkhurst, whilst one of imprisonment gave him a chance of the school at Red Hill, I should certainly have sentenced the boy to two years' imprisonment instead.

Martis, 22° *die Februarii*, 1853.

MEMBERS PRESENT.

Mr. Baines.	Mr. Miles.
Lord Lovaine.	Mr. Monckton Milnes.
Mr. Robert Palmer.	Mr. Fitzroy.
Mr. Adderley.	Mr. Headlam.
Sir W. Jolliffe.	Mr. Tufnell.

THE RIGHT HON. MATTHEW TALBOT BAINES, IN THE CHAIR.

Mr. *Henry Strickland*, called in; and Examined.

Mr. *H. Strickland.*

22 February 1853.

597. *Chairman.*] WHAT office do you hold at Parkhurst Prison, in the Isle of Wight?—I am Steward and Industrial Superintendent.

598. How long have you held that office?—Nearly four years.

599. Were you connected with any industrial training college before you went to Parkhurst?—I was bursar and industrial superintendent at St. Mark's College in Chelsea, the National Society's Training College for Schoolmasters, for nine years previous to my going to Parkhurst.

600. Your business there was to give industrial training?—To give industrial training to the students there who were to be schoolmasters, and who would probably have to instruct children under them in their respective schools when they left the college for different parts of England and Wales.

601. Has the system of industrial training at Parkhurst made considerable progress lately?—It has.

602. Do you consider that it is still doing so?—I do.

603. Has your residence at Parkhurst brought you into connexion with those whom you thought likely to give you information upon the subject of juvenile delinquency?—It has.

604. Have you derived much information upon the subject from the juvenile offenders themselves?—Not from the prisoners themselves, as my position at Parkhurst has not necessarily brought me into direct contact with them.

605. For how long a time have you applied yourself to the subject of juvenile delinquency, and to the subject of industrial training?—To juvenile delinquency only since I have been at Parkhurst, but to the subject of industrial training since 1836, when I was employed in an industrial school in Devonshire, and subsequently in Leicestershire, under Lady Noel Byron.

606. Have you from that period been employed more or less upon the subject of industrial training?—I have.

607. All your life?—Yes, a great part of it.

608. I believe you wish to state to the Committee your observations upon the subject of the causes and character of juvenile crime, so far as they have been brought to your notice; will you have the goodness to do it shortly?—The main causes of juvenile crime in England are, parental neglect; want of education; want of means of earning a livelihood; intemperance and improvidence of parents; hunger and destitution; bad companions; drunkenness; the gratification of inordinate desires leading to theft; facilities of disposing of stolen goods, especially in towns, particularly marine store and pawn shops; low lodging houses; unnecessary exposure of property in shops; street hawking and begging; the inadequacy of the dwellings of the poor; low places of amusement, such as penny theatres and shows, and singing and dancing rooms; illegitimacy, and second marriages; neglect occasioned by the loss of parents; the present practice of the law with respect to short sentences and re-committals; want of houses and places of refuge for discharged prisoners, and the want of classification and subdivision in prisons generally.

609. With regard to short and repeated imprisonments, what are the observations which you have made upon that subject?—That they have not a deterring effect; that, in fact, it appears to be a hardening process.

610. Mr. *Palmer.*] You mean imprisonment generally?—Repeated imprisonment.

611. Lord *Lovaine.*] Have you observed the same even where the offender has been subjected to the separate system?—I have not had an opportunity of judging of that, not having seen it tried.

612. *Chairman.*] Have you any other objections to state to the system?—It is very expensive.

613. In your judgment is the present prison system, so far as you have had an opportunity of observing, adapted for the reformation of young offenders?—Generally I think not.

614. What observations have you made as to the tendency of the present system of prison treatment with regard to the reformation of children?—My own observation has necessarily in that respect been confined to Parkhurst. And there I think, upon the whole, we have seen satisfactory results, if we may judge from what has been stated in the reports which I have seen from time to time of the boys sent to the colonies.

615. So far as regards your own opportunities of observing, they have been limited to Parkhurst?—They have.

616. And the result of your observations, then, is, that the system has been, upon the whole, satisfactory?—It has, so far as I have had the means of ascertaining.

617. You are the industrial training superintendent at Parkhurst; will you describe to the Committee the nature of the industrial training carried on at Parkhurst?—The industrial employment of the prisoners consists in carrying on the entire labour of the farm; feeding and attending to the cattle; the manufacture and repair of all the clothing of the prisoners throughout the establishment; and they are also employed as carpenters, bricklayers, brickmakers, smiths, painters, and glaziers, and labourers in the building department.

618. Have you any suggestions to make for the improvement of the existing system at Parkhurst?—I think it would be attended with advantage if the prisoners could be more subdivided, so as to be dealt with in smaller numbers.

619. The prisoners are all juveniles at Parkhurst?—Yes.

620. With regard to your own department of industrial training, are there any improvements which you think might be made in that?—The prisoners being employed immediately under the superintendence of the officers, I think that

that a previous qualification and training of the officers before their appointment would be attended with advantage.

621. Do they undergo any training at present for that occupation?—I believe not.

622. Lord *Lovaine.*] Do you mean industrial, or moral training?—I mean both.

623. Has there been the same desire of evásion shown amongst the boys as there was some time ago, last year?—No, they are more settled. There have been very few attempts at escape, and the boys for the most part have shown a willing industry in their work.

624. To what do you attribute that?—To certain alterations which have been made for giving them more industrial occupation, and greater incentives to industry.

625. You are of opinion that the main agent in the reformatory discipline is industrial occupation?—It is, especially agricultural training; employment in farm work.

626. Mr. *Palmer.*] All the inmates of Parkhurst Prison are persons who have been already sentenced to some lengthened imprisonment, or else to transportation?—All to transportation.

627. That being so, what becomes of that class of persons after they have undergone whatever term of imprisonment is ordered for them in that prison?—Hitherto they have been sent to Western Australia and Van Diemen's Land.

628. That being the case, what opportunity have you of knowing what becomes of those parties, so far as their reformation is concerned, if you see nothing more of them in this country?—As I before stated, from the reports given by the superintendents of convicts in these colonies.

629. Have they conducted themselves satisfactorily abroad?—Yes, upon the whole, so far as I have been informed.

630. They are not turned loose upon society at home again?—They are not. They are all sent abroad, except those who receive pardon in this country; and they are very few.

631. With respect to any of them who have been turned loose upon society after having been under the discipline of Parkhurst, can you give the Committee any information as to what has become of any of them, and as to their subsequent conduct?—I have not heard of them in any one instance.

632. Lord *Lovaine.*] Do not they receive some small gratuity for their work when well done?—They do. It is credited to them, and paid when they land at the place of their destination.

633. Has that had a great effect in making them work with greater zeal and readiness?—Having been informed that the boys do not appear to think much about it, I should infer that it has not; I attribute this to its being a too distant reward.

634. Sir *W. Jolliffe.*] You said just now that you thought a more entire subdivision of the prisoners at Parkhurst would be a great improvement; in what does their present division consist; how are they now employed, and in what numbers together?—They are divided into three wards; the probationary ward, the general ward, and the junior ward. They are employed as I before stated, and in companies from 20 to 40, according to circumstances.

635. Is it your business to attend to each of those classes?—It is my business to superintend the work of the prisoners forming the general and junior wards only. The prisoners in the probationary ward are confined to that particular ward; and are not employed in industrial occupation.

636. You have the general superintendence of the industrial training of both those departments?—Of the industrial departments only.

637. Who are the officers under you, with reference to the industrial employment?—There is an agricultural instructor for the duties upon the land, and there are trades' warders, superintending the operations of each trade.

638. Then is it your opinion that too many of those boys are employed together on those occupations?—Too many are employed together upon the land to render the labour of each individual as profitable as it might otherwise be. The trades classes vary from 12 to 30, as required.

639. Then would you suggest this more entire subdivision only with regard to agricultural training?—I alluded more particularly to agricultural training, with the view of bringing out the work of each individual.

 640. What

Mr. *H. Strickland.*

2 February 1853.

640. What number are usually employed together in agricultural work?—From 30 to 40 on the average. This depends upon the nature of the work.

641. And the result, therefore, of individual exertion is not sufficiently developed?—I think not.

642. What is the size of the farm at Parkhurst?—The total area of the estate is 110 acres. Under cultivation we have about 64 acres; in meadow land, about 30; and the remainder is occupied in roads and in buildings.

643. What number of prisoners at Parkhurst are daily employed upon the average, in attending to this land?—That depends upon the weather, and other circumstances.

644. What do they do when the weather does not admit of their going upon the land?—They are employed in-doors knitting. The trades classes follow their own occupations.

645. Are they employed in parties equally numerous when they are employed in the house, as when they are employed upon the land?—For want of more accommodation, the boys of the senior wards are employed in three rooms; those of the junior wards in the tailor's shop, and in the dormitories of their respective divisions.

646. About what number are employed in agricultural work when the weather permits, and at other times in the house, excluding those employed upon the trades?—All the prisoners who are not in school. It would be, if I recollect rightly, about 230. A return showing the average daily distribution of the prisoners may be found at page 64, in the Directors' Report for the year 1851.

647. And those in parties of 50?—Less than 50, varying from 20 to 40. In one case we have a party of about 12 or 14, employed as gardeners. All the others who are employed upon the land are in larger companies.

648. Do you think there is a sufficient quantity of land to keep them employed as much as it is desirable that they should be?—I think there is, for the present. Hitherto the prisoners have been engaged in reclaiming a considerable portion of the estate, by draining, grubbing, double trenching, and other permanent improvements, which of course have occupied a great portion of their time. If the draining were all done, they would be employed in the ordinary work of the farm, the preparation and gathering of crops. We should then, no doubt, be able to manage more land.

649. Mr. *Miles.*] I find by a paper which has been placed in my hands, giving the daily distribution of prisoners confined at Parkhurst Prison, for a week, that there are employed on the land, as labourers, 137 on Saturday; and that, except on Monday, when there appear to be only 36, they vary from 118 to 141. Is that about the general distribution, as far as the farm labourers are concerned?—That refers to the present time only. In summer, when the weather is fine, and when there is plenty of occupation, all who can be spared are then employed upon the land.

650. You do not make use of the plough?—Not at all.

651. It is entirely single or double trenching?—Entirely spade husbandry.

652. In order to superintend those boys when so employed, in how many gangs would they be distributed over the farm?—They would be employed in five or six gangs; it would depend upon the nature of the employment, and upon the number of officers. Our difficulty has always been to sufficiently subdivide the prisoners so as to meet our requirements.

653. That originates, as I understand, in not having sufficient officers, so as to divide them into smaller parties, which you think would be better?—Precisely, so that the labour of each individual may be brought out and made the most of.

654. Are the persons put to superintend the work of those boys thus separated into gangs, agricultural labourers, or are they warders?—They are warders and assistant warders.

655. From what class are the warders and assistant warders taken?—Chiefly non-commissioned officers in the army.

656. Do you find those who have lately come into the prison very apt in giving proper instruction to the boys as to agricultural pursuits?—Upon the whole, I find them very anxious to do their best; but not having had previous experience, of course it takes some time before they become accustomed to their duties, and know enough of them to instruct the boys.

657. So that of course, if you have boys who have not been used to agricultural

tural labour, there must be a difficulty in instructing those boys how to make the best use of their corporal strength?—Yes.

658. Do not you think that though warders may be exceedingly good men to have in a prison, yet that in a reformatory prison or school it would be very much better to put over the prisoners persons perfectly acquainted with the work, as well as of good moral character, so as to be their instructors in the work which they have to perform?—That would be better in every possible way.

659. Then possibly that would be one of the recommendations which you would make as to alterations?—If I were speaking of a reformatory school only, I should say so without any hesitation; but in speaking of Parkhurst, which I think I may fairly say is a penal reformatory institution, there being a considerable number of boys who are very difficult to manage, who are of the most vicious description of juvenile delinquents, it is necessary to subject them to very strict discipline; and, in this respect, the officers we have now at Parkhurst are valuable.

660. They are able to keep up the penal discipline, but are not able to give that industrial training which you wish?—Not till they acquire experience, which zealous and intelligent men will of course speedily gain.

661. In those various gangs working about the farm, supposing there are some boys that are almost irreclaimably vicious, do you take them from the different gangs, and place them in a gang by themselves, or do you keep them associated with the other and better boys?—They are associated with the others till they so misbehave themselves as to be brought under a stricter discipline; they are then placed in the penal ward for correction, and are subjected to a very different mode of treatment.

662. But still this behaviour of theirs is allowed to go on until by some act of theiss they place themselves in a situation to be penally dealt with?—As soon as their conduct justifies it, they are so dealt with.

663. Must not that be to the detriment of the better disposed boys?—It is true that in some instances the evil-disposed boys will influence the better, but experience also prove that not unfrequently the example of the good has a great influence upon the bad.

664. Would you recommend any alteration as to that part of the system?—At Parkhurst, under present circumstances, I think I could not.

665. But surely the wish is to turn out as many morally disposed children as possible, after having undergone this penitentiary system of Parkhurst?—It is so, unquestionably; but the boys mixing in that way has not, I think, caused any such serious disadvantage as to render an alteration necessary.

666. Do you lay out the different portions of work they are to do?—I do.

667. Supposing a draft of boys to come in from Milbank, do you, after they have undergone the penal process, take them up immediately?—After they have undergone the probationary process, they are drafted at once into the general and junior wards, and then they are employed in industrial occupation.

668. Do you determine whether they are to be put to trade or to be employed as farm labourers?—The governor determines that.

669. How is that determined; is it by the predilection of the boy, or is it because at the time you want a smith, or you want a carpenter; have the boys any option as to what they are to do?—The privilege of learning a trade depends upon the boy's good conduct; it is given as a reward.

670. Then is it the rule that they do not learn a trade till after they have been through the agricultural part?—Not till after they have been through the probationary part. At the present moment I do not recollect how soon after their probationary course they are eligible for a trade, but my impression is they are put to a trade after they have obtained a badge, which is awarded after a certain period of good conduct.

671. Are the badges given in the probationary wards?—Not till they come into the general wards; after they have been four months in the general wards, with good conduct.

672. Will you be kind enough to tell us what the industrial employment is in the general ward?—In carrying on the ordinary farming operations, and the work of the several trades.

673. Then I am right in supposing that, having got a badge of distinction in the general ward, from which the agricultural labourers are taken for the farm, if they have sufficient merit they are put to a trade?—They are.

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674. You have stated that you would make greater subdivision, as far as inspection goes; will you state how many boys you would put under each industrial inspector, supposing you carried out your own plan?—At Parkhurst, as it is, it would be difficult, or almost impossible, to subdivide the boys as would be desirable in a reformatory school, from the construction of the buildings; the whole being formed for one establishment. Each officer or teacher should not be expected to manage and instruct more than from 15 to 20 boys.

675. Then confining your observations solely to Parkhurst, you think that with the present building arrangement, and with the general penal character of the establishment of Parkhurst, it would be very difficult to improve upon the plan?—In respect to the further subdivision of the prisoners, it would.

676. Then still keeping yourself entirely to Parkhurst, having been industrial master there for four years, have you any observations to offer as to alterations which you think would be desirable as regards Parkhurst?—None beyond those I have already mentioned.

677. Mr. *Milnes.*] Has the experience you have had of those children authorized you to believe that it would be easy to make a process of selection, by which the children who afford more hope than the others of being reformed might be separated from the rest?—Generally speaking, I believe it is possible for those acquainted with the management of boys, soon to acquire such a knowledge of the character of each individual, as would enable them to make such a selection pretty accurately.

678. Do you think that such a selection would be most advisable after a common penal treatment, or before?—In the case of a boy being sent to prison according to the present practice, such a selection should be made after he has undergone the probationary treatment.

679. Among those children who are sent to Parkhurst, do you see any marked distinction between those who you think might be sent to a milder and more purely reformatory establishment, and those who you think require penal treatment?—Certainly; a large number of our boys might, no doubt, have been subjected to a reformatory treatment differently characterized.

680. Are you enabled to draw any distinction between the children who you may consider more or less hopeful, according as they come from any particular class of the community, or from any particular places of residence?—I think those from agricultural districts are more susceptible of good influences than boys from towns generally. Of course much depends upon the temper and disposition of the boy.

681. Do you think that children from the towns who have come under your superintendence, are so much more corrupt than children coming from the agricultural districts, that they would require separate treatment?—My connexion with the prisoners at Parkhurst does not necessarily lead me to a knowledge of this fact.

682. Do you find the boys from the towns very disinclined to agricultural labour?—As far as I can judge, I should think we might argue that it would necessarily be so, from their not having had any previous acquaintance with agricultural pursuits.

683. Then this agricultural training will be of a more penal character to a boy who has been accustomed to loiter about the streets of a town, than to a boy who has been more or less engaged in agricultural pursuits?—Certainly; it will be made irksome to him.

684. Therefore, a common system of agricultural labour will have the effect of being more severe towards that portion of the criminals, who may require more severe discipline, than towards those who may require it less?—Assuming that the worst boys come from towns, it would undoubtedly be so.

685. *Chairman.*] You are aware of the object of our inquiries here, that it is to ascertain what changes are desirable in the present treatment of criminal and destitute children, in order to supply industrial training and to combine reformation with the due correction of juvenile crime; have you any practical suggestions, in addition to those which you have already mentioned, which you can favour the Committee with on this subject?—I think, with reference to the diminution of juvenile crime generally, it would be very important to make such an alteration in the law as would enable magistrates, and others entrusted with the administration of the law, to send juvenile delinquents to reformatory farm schools instead of to prison.

686. You mean such as Red Hill?—Such as Red Hill.

687. And Stretton-upon-Dunsmore?—And Stretton-upon-Dunsmore.

688. Mr. *Adderley.*] Do you mean that those are exact models of what you wish?—I have only seen Red Hill; I have not seen Stretton-upon-Dunsmore. With respect to Red Hill, I should wish to see the cost per head less; and as I am not intimately acquainted with the system pursued there, I cannot speak positively as to the mode of management, only so far as regards the cost, which I understand to be about 29*l.* per head, this appears to me to be unnecessarily large.

689. Lord *Lovaine.*] How would you deal with boys who are sentenced (as is usually the case) only for a month, or from that to two months; would you only retain a juvenile prisoner for that period at one of these reformatory schools?—He should not be sentenced to so short a term, but for a longer period.

690. Then a change in the law would be necessary for that purpose?—It would.

691. *Chairman.*] Was that one of the suggestions you were going to make?—It was.

692. What suggestion would you make for diminishing what you consider to be this too expensive system at Red Hill?—Judging from the cost per head, I conclude that each boy's labour is not made sufficiently effective towards reducing the cost of his own maintenance. I think that boys of 14, and upwards to 19, ought on an average to support themselves; that is, the produce of their labour ought, under favourable circumstances, to be sufficient to cover the cost of their food and clothing.

693. By means of agricultural employment?—By agricultural employment.

694. Mr. *Adderley.*] When you say "to support himself," do you include his food, his clothing, his tuition, and his lodging?—Yes, on an average; tuition and lodging excepted.

695. Mr. *Milnes.*] Do any considerable portion of the boys at Parkhurst work sufficiently well to fulfil those conditions?—I think some of them do.

696. Must there not be, in the present state of the establishment, very great difficulty in getting instructors sufficiently apt to apply all the energies of those boys in such a way as to produce the result which you wish to attain?—That is the main difficulty, not only at Parkhurst, but in all reformatory institutions.

697. Must it not depend very much upon the agricultural instructor whether a considerable portion of the boys' labour is not completely wasted?—It depends more upon the immediate superintendent of the boy than upon any one else.

698. Have you practically seen how many boys one instructor can efficiently supervise at a time?—My own judgment would lead me to say that one man may superintend upon ordinary farm work from 15 to 20 boys on an average. Of course there are some employments in which he may superintend a larger number.

699. Can you apply the monitorial system to that kind of work, in making the elder boys instruct the younger ones?—In a reformatory school, I think that would be a very desirable thing; but not so at Parkhurst.

700. At Parkhurst, is the whole of the labour of instruction and superintendence thrown exclusively upon the instructor?—Yes.

701. Are there more than 20 boys under each instructor at Parkhurst at present?—There are, very often. Each ward consists, I think, of, as nearly as I can recollect, above 40 prisoners; and that is superintended by a warder and an assistant warder.

702. You think that, supposing efficient instructors could be procured, the average labour of those boys might be made easily to pay for their subsistence; of course not including the expense of the instructors themselves?—Yes, upon the whole, I think this could be accomplished, provided the boys were able-bodied. There are, however, many considerations to be taken into account; such as the quality and character of the land, the locality of markets and means of disposing of the produce, and the efficiency of the boys themselves.

703. Supposing all those conditions to be carefully and prudentially complied with, you think we might hope that in reformatory establishments of this kind the subsistence of the juveniles might be entirely, or almost entirely paid for by their agricultural labour?—Yes; but I am speaking now of a reformatory school, not of Parkhurst.

704. Why would you draw a distinction in this case between a reformatory school and Parkhurst?—Because Parkhurst must necessarily have a larger and a more expensive staff of officers than I think would be necessary in a reformatory school.

705. But with reference to this question, I ask you to exclude the staff altogether from your consideration. You have stated that you thought that at Parkhurst the labour of the boys had paid, or nearly paid, the expense of their subsistence; do you see any reason why that should not equally apply to a reformatory establishment?—I said some of the boys at Parkhurst; referring to the best and most skilful hands.

706. Mr. *Adderley.*] Supposing an institution of about 150 boys, one half of whom are instructed in agricultural labour upon an average good soil; should you think it possible in such an institution to cover the cost of the boys by their earnings?—I should say that where one-half the boys were throughly efficient hands, and the other learners of average strength and ability, such a result might reasonably be expected.

707. Is there not, in every institution of this sort, a certain waste both of labour and material amongst the younger boys, and a great waste of time on the part of the elder boys in teaching them?—There is necessarily a great waste of material in inexperienced hands; but I should say that I have no experience with respect to boys teaching others; because, as to a reformatory school such as I am now speaking of, I have not seen one established. At Parkhurst, the monitorial system is not adopted.

708. You do not, in your calculation, include any expenses of instruction?—No.

709. Then the whole of your statement, as to self-supporting reformatory schools, amounts to this; that their lodging being paid for, and the officers and instructors being paid for, the work of the boys would cover the cost of their food?—Yes.

710. Nothing more than that?—Their food and clothing.

711. Is the opinion which you have given the result of accurate calculation and experience?—It is the result of considerable observation, and some experience; and I believe, if the plan were adopted, that would be the result.

712. Mr. *Palmer.*] When you talk of the labour of the boys paying their expenses, will you state what you do at Parkhurst with the produce which you obtain by the labour of the boys upon the farm; do you sell it at market?—We sell such portions of it as are not consumed in the prison itself; we have a home market for our root crops.

713. You think that a reformatory school, which is sufficiently supplied by persons that work upon the land, would produce sufficient for their consumption?—I think so. I think that the profits arising from the sale of extra produce, over and above what would be required for the service of the establishment, and the amount of profit from rearing stock, would cover the cost of clothing. I think it might be made to go still further in some instances.

714. Mr. *Headlam.*] Do you assume the land to be rent-free upon which the labour is employed?—I assume the land to be at a rent of 30*s.* per acre, at least.

715. You mean that you consider that the labour of the boys would both pay the rent of the land, and contribute to this extent towards their maintenance?—Yes, I think this charge, in addition to the cost of food and clothing, might in most cases also be so defrayed.

716. Do you think that an establishment of a large size, containing a great number of boys, would enable the boys to be kept at a less cost per head?—Yes; the larger the number the less the cost per head, within certain limits.

717. Then so far as regards the question of economy, you would say that in establishing any institution of that kind, it is desirable that it should be upon a large scale?—Upon a moderately large scale, for the purpose of reducing the cost of instruction and supervision per head. It would not be desirable, perhaps, to bring together more than 300, or thereabouts.

718. Should you say that about 300 is as good a number as could be adopted, as far as your experience goes, both for instruction and for economy?—I think that about 300 would be a fair number, as many as it would be desirable perhaps to bring together; and also as many as would be required to manage a moderately sized farm.

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719. What should you say as to length of time during which boys should be in this establishment, as far as their improvement is concerned?—I think that for the purposes of reformation they should be detained three or four years at least, and in some cases for a much longer period; that of course would depend upon the boys themselves, upon the progress they made. I think that by the end of that time, if they are careful, and if they have been put under proper instruction, they ought to be in a position to earn their own living, and I would make this a condition of their release.

720. When a boy first comes into the establishment can he make his labour of much value?—It depends upon whether he has been accustomed to agricultural employment. Of course if he has, he will fall in at once; but if he has not he will have to be taught; and, arguing from my experience at Parkhurst and elsewhere, I should say that within six months he would fall in and take his share of the work, and of course the longer he remained the better workman he ought to be.

721. Assuming that the boys are retained in the institution compulsorily, does not the expense of so retaining them there, and preventing their escape, amount to a considerable sum per head?—It would not, as under ordinary circumstances, the persons employed in the necessary superintendence and instruction, would be sufficient to restrain the boys and prevent their escape.

722. Can you give the Committee any estimate, taking an establishment of 300 boys, what proportion of the cost would be incident to the superintendence and restraint, and what proportion would be incident to the maintenance of the building and the clothing?—The cost of the instruction and restraint would depend, of course, upon the rate at which you pay the officers, but I think that the total cost per head ought not to exceed 14*l.* or 15*l.*

723. You mean, including the cost of all sorts?—The cost of clothing, maintenance, and superintendence.

724. Including the staff?—Yes. If the gross cost at Parkhurst is 19*l.* per head, I think that as we have there a more expensive staff than would be necessary for a reformatory farm school, the cost of such a school need not be more than 14*l.* or 15*l.* per head, per annum.

725. That is the gross cost?—Yes.

726. You mean that the whole cost both of maintenance, the building, clothing, and restraint, and instruction, would be 14*l.* or 15*l.* per head, and that you would be entitled to deduct from that the sum which you received for the produce of the labour of the boys, so as to leave the ultimate cost to be paid by the nation, or from any other source, considerably less than 14*l.* or 15*l.* per head?—Yes.

727. Could you say at all how much less?—I have not made a calculation upon that exactly. It would depend, of course, upon the rate of salary at which the officers are paid, the produce of the farm, and other considerations.

728. Mr. *Adderley.*] But the same calculation which enables you to arrive at the 14*l.* or 15*l.* a head, would enable you to say what is the amount to be deducted from it. Cannot you state, in an institution of which the whole cost is 14*l.* or 15*l.* a head, what would probably be the deduction from that cost for the earnings of the boys?—I assume that such boys' work should be made to pay 8*d.* a day on the average. That would amount to 10*l.* and odd, per annum.

729. Leaving the net cost of each boy 5*l.* per annum?—Yes, about that sum.

730. Mr. *Headlam.*] Can you state whether the 16*l.* a head at Parkhurst, is after deducting all the profits of the establishment, or not?—It is, after deducting the earnings of the prisoners. The net average cost of each prisoner for the last year was 16*l.* 18*s.* 8*d.*

731. That is the net cost, after deducting the earnings?—Yes.

732. Mr. *Miles.*] Do you keep any debtor and creditor account of the Parkhurst farm?—We do.

733. Have you that by you now?—I have a memorandum here, showing the gross receipts from the Parkhurst farm for the last three years.

734. Will you specify each year, and give us the amount of the gross receipts in each year?—In the year ending the 31st of March 1851, the total receipts were 688*l.* 14*s.* 5*d.* For the year ending the 31st March 1852, the gross receipts were 668*l.* 12*s.* 6*d.* The probable produce of the farm this year, of which nine months were expired on the 31st of December, will be as nearly as I can make out at present, 1,269*l.*

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735. You have given the receipts; now will you be kind enough to give us the expenditure?—I must preface that by saying that the sum stated here for expenditure includes the cost of draining tiles, and all the permanent improvements upon the farm. For the year ending the 31st of March 1851, the expenditure was 728*l.* 14*s.* 11*d.* For the same period of 1852, the expenditure was 569 *l.* And for the nine months of the year 1852, up to the 31st of December, it was 405*l.* 11*s.* 3*d.*

736. Taking those two accounts together, what balance of profit do they give you in each year?—In the first year, the year 1851, the balance, in consequence of the large sum charged for permanent repairs to the farm, is against the farm to the amount of about 60*l.* In the year 1852, the balance in favour of the farm was 99*l.*, allowing for the same charges as before for permanent improvements. And this year there is still a much larger balance in favour of the farming operations. The gross produce of the land now under cultivation may be stated at 20*l.* per acre.

737. Looking at the permanent improvements which have been effected in the last two years, at what rent per acre would you have put the farm in the year 1849?—Judging from what those farmers who are acquainted with the neighbourhood and competent judges from other part of the country have stated, I believe I am quite borne out in saying that the land in 1849 was not worth more than 15 *s.* per acre.

738. Taking the state of the farm now, what would it be worth at the present time per acre?—It is now worth about 2 *l.* per acre.

739. Have the same men who estimated the worth of the farm three years ago, estimated its worth since, and put it now at double its worth then, to hire?—Yes; we could readily let the farm at 2*l.* per acre.

740. Sir *W. Jolliffe.*] Does the expenditure include any calculation of the labour of the boys?—It does not.

741. Does your amount of receipt include what is consumed in the establishment as well as what is sold?—It does; it is all charged at a certain rate.

742. Mr. *Adderley.*] What is the lowest age at which a boy can begin to work with a spade?—I should say 13; much would depend upon the strength of the boy; but I should say, on the average, from 13 to 14.

743. On the plot of land attached to the industrial school at Parkhurst, what is the youngest age at which they ever begin to make themselves useful upon the ground?—I should say, from 13 to 14.

744. Not younger than that?—I think a boy's labour by the use of the spade would be very trifling under that age.

745. Are there no boys under 13 employed upon the land at Parkhurst?—I am not prepared to answer that question.

746. You do not confine the industry of such schools as you propose to agricultural industry?—To agricultural industry, and to the manufacture of clothing, as we do at Parkhurst.

747. Anything else?—The necessary repairs of the buildings might to a certain extent, be done by the boys.

748. Is there any extensive employment in carpentering, or in other trades?—Only for the use of the establishment.

749. Are there any boys trained up as carpenters?—There should be a class in the proposed school trained as carpenters, for the purposes of the institution.

750. Are there any means at Parkhurst, or would you propose, in an industrial school, to provide any means of training a boy to any trade to which he may have been accustomed before coming to the institution?—No, only so far as such means are made serviceable to the establishment; and I would recommend it only to the same extent in an industrial school. For which purpose I would select such boys as carpenters, for instance, who had some previous knowledge of the trade, provided they had a taste for it.

751. Supposing a boy came into the establishment who had been accustomed to make watches or parts of watches, or to make spectacles and various things of that sort; would there be an apparatus at Parkhurst which you could apply, so as to enable that boy to perfect himself in the trade to which he had been apprenticed?—We have no such apparatus at Parkhurst; and I do not think it would be desirable to introduce such a system into a reformatory farm school. The necessary instruction in such trades would be very expensive, and the practice

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on many accounts most objectionable. The trades carried on, as I said before, should be only those required for the purposes of the establishment.

752. When you talk of 300 as the limited number that you would think desirable in such an institution, do you know any institution where there is a much larger number brought together in England?—No; except at Parkhurst.

753. When you talk of 300, would you prefer to have the 300 under one roof, or in separate groups, or in separate houses?—In separate houses.

754. Mr. *Palmer.*] Do you find many instances of young persons who have been regularly apprenticed to trades, who become subject to sentences of transportation?—From what I know of the boys at Parkhurst, I believe that some of them have been; but I believe the majority have led a vagrant and dissipated life.

755. *Chairman.*] Is there any other suggestion of a practical and remedial nature which you desire to make to the Committee?—I think that any system of management in an industrial school should aim as much as possible at making all that is done *real*, so as to provide for the boy's after-life, that his labour there should be paid for, and that his stay in the establishment should as much represent real life as possible; his earnings should be estimated daily, similar to the plan pursued at Red Hill, and that he should be paid for the actual work done.

756. Mr. *Palmer.*] Do you mean that the prisoner should be paid for the work that he does in one of those places?—Yes, and that from the gross amount of each boy's earnings should be deducted a sum which should go towards his maintenance; he should be made to feel that he must *support himself*, and that a proportion should go towards the necessary expenses of the establishment; and the remainder, should there be any, be deposited for his benefit in a savings bank.

757. *Chairman.*] Till he went out?—Till he went out.

758. Have you any other suggestion to make?—I would recommend that such establishments should be placed to a great extent under local responsibility.

759. What do you mean by local responsibility?—Local government; committees of subscribers and those interested in the work of juvenile reformation, of course, with the right of inspection on the part of the Government. I think that, as in America and elsewhere, it would be attended with favourable results.

760. You contemplate the case of the Government contributing to the funds?—Yes.

761. Do you advise that the funds should be made up partly by local contributions, and partly by Government assistance?—As much by local contributions as possible, and by the parents of those boys who are able to pay, in the case of paupers, by the parish or union where the crime is committed.

762. You would make the parish liable in the first instance?—Yes, and give it the power to recover from the parent.

763. What kind of power would you give; would it be a power exercised under the order of a magistrate?—Under the order of a magistrate, by summary process. I should recommend a process similar to that in bastardy.

764. Have you any other suggestion to make?—I would suggest that these institutions should be in the country, away from towns; also, that the diet, clothing, and lodging of the boys should be, as nearly as possible, like that of the agriculturists of that particular neighbourhood.

765. Upon what grounds would you suggest that?—In the first place, you would be likely to get land cheaper; the boys would be further removed from contamination; and the grounds upon which I referred to diet, clothing, &c., are, that there may be no fear of residence in such an establishment being an inducement to crime.

766. Mr. *Fitzroy.*] Do you propose that those boys should have free intercourse with the neighbourhood in which they are?—No.

767. You stated they would be freer from contamination in a less populated district. Do you intend that they should have free egress and ingress to the establishment when they please?—No. I was thinking then of the advantag of a purely agricultural and rural life; and perhaps these boys might be made available for labour in the neighbourhood, as in America. Children are employed there by parties hiring them.

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768. You would let them out to the neighbouring farmers?—That would be a subject for after consideration.

769. Mr. *Fitzroy.*] Would you fix the wages at the rate of wages in the surrounding district?—I would, because we should have to dispose of the produce at the local market price.

770. *Chairman.*] And the diet to be about the same, neither better nor worse than that of the agricultural labourers in the neighbourhood?—The same.

771. Have you anything else to suggest?—I would endeavour to make the system of management of such an establishment of such a character as to *induce* the boy to work, to see that his own interests lay in his exerting himself; in fact, I would endeavour to make him a willing agent in his own reformation. The school instruction should be given in the evening, and I would employ the main body of the boys upon the land during the day.

772. Mr. *Fitzroy.*] In the cases of lending out these gangs to farmers in the neighbourhood, are they to be under the control of their superintendent, or under the control of the farmer during the time they are so lent out?—Under the control of their own superintendent; because he would have to keep an account of their labour, and would have the general charge and custody of these boys; but I think for an institution of 320 boys, if you had 200 acres of land, you would have no necessity for hiring the boys out. They would have work enough upon the farm at home, provided the farm were to the extent of 200 acres.

773. Your proposition as to lending out those boys arose from my question, as to their communication with the neighborning district; will you state, independently of hiring them out to work with the neighborning farmers, what communication you intend to give them with the neighbouring district?—The boys themselves, of course, would be confined to the limits of the establishment. The intercourse with the neighbouring district would be through persons interested in the establishment itself.

774. Who are the persons to whom you alluded when you stated that if the establishment were near a town the boys would be subject to contamination?—They would be more liable to encounter their old companions, and persons of loose habits; also, the temptation to escape would be greater near a town than at a distance from it.

775. Do you contemplate opening the establishment to persons of loose habits to visit those boys?—No; but they would be more likely to find their way to such an establishment if it were near a town, than they would if it were away in the country.

776. Then do you propose that the establishment should be open to every person that chose to visit those boys?—I mean that vicious people would be more likely to find the means to obtain admission clandestinely near a town than they would if it were in the country.

777. Mr. *Palmer.*] You have stated that you thought it would be expedient, that in order to do much good these boys should be placed in the school for three or four years. Would you contemplate a law being passed that would enable the magistrates and justices at quarter sessions, or judges of assize, to commit a criminal for three or four years to one of those schools, in lieu of the present punishment, which probably would be three or four months' imprisonment in an ordinary gaol?—Yes; with a view of giving them such instruction as would enable them to earn their own living, and affording them time and opportunity for reformation.

778. Looking at the sort of school which you have now been describing, there being no punishment beyond that of daily labour, and that of an ordinary kind, and it being part of your plan that the individuals should be paid for it the wages which ordinary labourers in the country receive, and it likewise being accompanied with good food and good lodging for the time, do you think that such a system is likely to deter other people from committing offences for fear of meeting with similar treatment?—Inasmuch as such an institution will deprive the boy of his liberty, and subject him to regular discipline and constant labour for a lengthened period, I think it would be likely to have a deterring influence.

779. Would it be necessary, for the purpose of working your farm to advantage, to have your school completely, or nearly, full of delinquents?—If I had a farm of 200 acres, I should require constantly a body of 300 boys.

780. Then, supposing your school to have a great effect in deterring from the commission

commission of crime, your farm would fail for want of labour?—It would, a very happy result. Mr. *H. Strickland.*

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781. Mr. *Adderley.*] You would treat such juvenile offences rather as proof of the want of care and education than as crimes, and you would supply rather education to such a child than punish for actual criminality?—Precisely.

782. It is upon that footing that you would propose such long terms of detention in cases in which the law would now inflict a short term of imprisonment?—Yes.

783. You have not stated what amount of absolute restraint you propose imposing upon those boys at the reformatory schools; what amount of liberty would you give them to go out from the house?—Only within the establishment itself, unless they were sent by competent authority.

784. Would they be allowed to roam at large over the country?—No.

785. What bounds would there be?—The limits of their own establishment.

786. Like the arrangement at Red Hill?—Yes.

787. What punishment would you propose to inflict upon a boy for exceeding his bounds, or what means would you take to prevent his doing so?—That would depend upon circumstances; I would have a mild mode of discipline observed there; perhaps it might be punished with confinement if it were necessary; that would rest with the superintendent.

788. You would not trust to anything in the nature of a boundary fence, or to the constant surveillance of officers?—Of course each master of his company would be responsible for the general custody of his boys; and if the boys transgressed, if they went beyond the ordinary limits, they might be punished in a variety of ways: perhaps by loss of food, and by eventual detention in a cell. If it were found that they became refractory, and constantly infringed the rules of the establishment, then they should be sent away, as at Mettray, to a strictly penal institution.

789. Then you do not consider that such reformatory institutions as you propose would do away with the necessity of prison treatment in some cases?—No; there would be some cases in which such treatment would be necessary.

790. There would still be cases in which the reformatory school would fail to afford sufficient control over the offender, and in which cases the offences themselves were too grave to be treated by mere school treatment?—I think there would be some; but much will depend upon the working of the reformatory school; I think that if due care be bestowed on the part of the officers, much may be done towards reforming by far the greater part; so that very few would need to go into the penal establishment from the reformatory school.

791. What sort of penal establishment would you propose for young criminals?—Such as Parkhurst; or, perhaps, something more severe than Parkhurst.

792. You mentioned that you would propose having the school confined to the evening hours; what would the schoolmasters do the rest of the day?—I should, perhaps, have but one so-called schoolmaster for the whole establishment (assisted by the masters of the families or divisions), and he would have ample employment in making the necessary preparations for the duties connected with his particular department.

793. What do you mean by masters of families?—The men in charge of their respective divisions; the officers or teachers.

794. Do you contemplate employing the elder boys partly in the superintendence of the younger boys?—In some instances that may be desirable, but great discretion should be observed in this respect.

795. Would it be a portion of your system?—Yes; where it could be done with advantage. It would depend upon the boys; whether they were found capable of being so trusted.

796. Would you confine such reformatory institutions to boys who have committed crime, or would you take cases of boys who are in habits of life leading to crime?—I would take those who have committed crime, without knowledge of right or wrong, and I would take those who are liable to commit crime, or, from their circumstances, may be said to be morally endangered.

797. What are those circumstances generally?—Such as orphanage, pauperism, vicious parentage, and bad companionship.

798. Would not many of such offenders be fitter subjects for pauper schools than for reformatory schools?—I think they might, with greater advantage, be sent to reformatory farm-schools, with the view of affording them that education

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and practical industrial training which would tend to raise and *un*-pauperize them.

799. Take such a school as that at Quatt, near Bridgenorth; would your remark apply to such a pauper school as that?—From the accounts I have read of Quatt, my remarks would perhaps apply less to that institution than to pauper schools generally.

800. Then if there were such schools as that at Quatt over the whole of the kingdom, would you still send orphans to the reformatory school?—As I before stated, I think a reformatory farm school on all accounts superior to a pauper school. In such a school they would cease to be *called* paupers, would *work for* and earn their living, and acquire habits of industry, independence, and self-reliance.

801. Do you see any reason why the two classes of schools should be differently organized; the pauper school, and the reformatory school?—I do not, except that in the present pauper establishments that subdivision, which is so desirable, may not be so easily accomplished as it would be in a reformatory school; because a reformatory school would be constructed for the express purpose of subdivision as well as industrial training.

802. Then I understand you to say, that you see no objection to introducing into reformatory schools children who are merely of the destitute classes, who have not actually been detected in crime?—None whatever.

803. In dealing with children as you have in various kinds of institutions, both at Lady Byron's school, and at St. Mark's and at Parkhurst, you must have acquired extensive knowledge of the poorer classes of children throughout the kingdom; should you say that those children who got into prison are much of the same class as the more destitute children who get into the workhouses and the pauper schools?—They are so in the outset. Of course I mean those children who have committed crime "without discernment" (from want of early instruction and *proper home influences*); they are drawn into crime, in the first instance, from circumstances, and therefore I do consider that *such* children, and those called "destitute children," are of the same class.

804. Should you say that the common condition of all those children is either the absence of parental care, or the exposure to vicious parental influence?—Yes.

805. What we have to supply to such classes is not so much correction, as education and care?—Precisely so.

806. What do you consider the best means of disposing of such children after they have completed their schooling?—Free emigration.

807. Have you seen the emigration of such children carried out to any great extent?—I have not; but from what I have seen and heard of Red Hill, where I believe this plan is adopted, I feel sure such a system would be attended with most favourable results, if applied to reformatory schools; there being always a fear of the boys relapsing into crime, if again subjected to the influence of vicious parents or evil-disposed companions. In many cases it would, no doubt, be desirable to return them to their friends.

808. I conclude that, in a majority of cases, they have no decent friends to be sent to?—No; and in all those cases I would recommend expatriation.

809. Mr. *Miles.*] I understand you to have stated that you see no difficulty in mixing criminal children with poor children in their education?—The term, "criminal children," admits of degrees; those who are viciously disposed are a totally distinct class from those who have broken the law and fallen into crime from want or parental neglect, or rather from the force of circumstances.

810. But are the Committee to understand that you see no difficulty whatever in mixing up, for the purpose of education, children committing petty larcenies with poor children?—Of course that would be determined by the discretion which must be allowed to the administrator of the law in the first instance. If from the child's associations, and his previous habits at home, he has led a vicious life, and is *confirmed* in crime, he should not be sent to a reformatory school, and there be mixed up with those who are not determinedly vicious or ill-disposed.

811. From your knowledge of these young criminals, does not it strike you that these children are not often caught in the first act, and that it is very likely not until after they have committed nine or ten larcenies, that they are taken up and convicted of larceny?—Yes; still this does not alter my opinion as to the possibility of their not being naturally vicious.

812. Do

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812. Do you not think that there is great danger in putting two or three children of vicious disposition into schools for the poor, such as you describe, consisting of those who may only have poverty against them, who may be orphans, or children having bad fathers or mothers, but have committed no crime?—As I stated before, I would draw a distinction between a *really* vicious boy and one who had merely acted "without discernment," or from the force of circumstances; and therefore consider there would be no risk in placing such a boy in the same school with those who are called "destitute children." In the majority of cases these children have been so neglected that they do not understand the nature of crime; they act from want of knowledge. They are, therefore, hardly responsible.

813. Would not that be a reason for not convicting them of crime, but still not mixing them up with those children who have nothing but poverty against them?—I think that that class of boys would not be so bad as to influence the other children, who are sent merely on account of their destitution, because, if they were, that would be ascertained at the time of their apprehension, and the magistrate would have power to send them to a strictly penal school.

814. To quote the highest authority, does not "a little leaven leaven the whole lump"?—It does certainly; but the magistrate would use a discretionary power not to send a boy who was so bad as to be likely to corrupt others.

815. Mr. *Milnes.*] If I understand you rightly, you consider that in many cases of what are called criminal children, the acts which they have committed are rather childish faults than crimes, being committed under no sense of responsibility, and therefore not justly carrying along with them the conditions of criminality and guilt?—Yes.

816. And that therefore those children may fairly be supposed to be no more really guilty and no more really dangerous subjects than ordinary children exposed to difficult circumstances?—Certainly.

817. And that the combination, under a common system of coercion, of those children who have been detected in those offences, and of children who have not been so detected, is really little more than what takes place in every school, in which children of good and bad dispositions must come together?—Such is my opinion.

818. Mr. *Miles.*] You have been asked some questions relative to the expenses of superintendence, and the actual expenses of the prisoners. In your annual account at Parkhurst you separate them completely. I find in the "Supplementary Statement of the Expenses of the Prison, for the Year ending the 31st of March 1852," that all the different charges are given, so that it is easy to ascertain the amount of the cost of superintendence, and to deduct that from the total. If I take the amount of "salaries of principal officers and clerks," the "wages of inferior officers and servants," the "salaries and wages of manufacturing or labour department," "rations for officers, and allowances in lieu thereof," and "uniforms for officers and servants," and add those sums together, I shall then have the cost of superintendence?—Yes.

819. If I find that the total amount of the expenses is 13,496 *l.* 12 *s.* 1 ¼ *d.*, and that the amount of the five classes which I have specified is 5,855 *l.* 2 *s.* 9 ½ *d.*, and if I deduct the one from the other, I shall then have the total expenses of the prisoners themselves, amounting to 7,641 *l.* 9 *s.* 3 ¾ *d.*?—Yes, including the cost of buildings, ordinary repairs, &c.

Captain *Donatus O'Brien*, called in; and Examined.

Capt. *D. O'Brien.*

820. *Chairman.*] WHAT is the office which you now fill?—I am Director of Convict Prisons. My attention was directed to prison matters in the first instance by having been private secretary to the Home Office. I was subsequently inspector of prisons for Scotland, and afterwards I was inspector of prisons for 15 counties of England, the Midland and Eastern districts; and in 1849 I was appointed director of convict prisons.

821. You are well acquainted with Parkhurst and the establishment there?—I have been so since 1849, when Parkhurst was especially placed under me as one of the directors of convict prisons; since that period I have done the duty of a visiting justice there.

822. What was the original plan of Parkhurst?—It is stated in the First Report of the Visitors of Parkhurst; it is thus described: "The objects sought

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to be attained at the Parkhurst Prison are twofold; viz. the penal correction of the boy, with a view to deter not himself only, but juvenile offenders generally, from the commission of crime, and the moral reformation of the culprit. In carrying the first of these objects into effect, the utmost care must be taken to avoid any species of discipline which is inconsistent with the habits and character of youth, or calculated in any degree to harden and degrade. The second object can only be effected by a judicious course of moral, religious, and industrial training; but the means adopted for this purpose should not be of such a nature as to counteract the wholesome restraints of the corrective discipline. In the general treatment of the boys, every comfort and indulgence not necessary to preserve the health of the mind and body of the offender should be excluded. There should be nothing throughout the arrangements at Parkhurst of a tendency to weaken the terror of the law, or to lessen in the minds of the juvenile population at large, or of their parents, the dread of being committed to a prison." That Report is signed by Lord Yarborough, Colonel Jebb, Mr. Crawford, and Sir James Kay Shuttleworth.

823. When was that written?—In July 1839.

824. What was the objection to that original plan, in your judgment?—It appeared to me that, however right in principle, there was not sufficient inducement given in working it out, for the inmates to exert themselves towards improvement; in fact, the only inducement which they had at that time was to keep out of punishment, except, perhaps, the distant one of being removed with a ticket-of-leave at an earlier period.

825. Was there any other circumstance which induced you to think that a change was advisable in the system pursued there?—Those were the chief inducements which led us to make a change in the system.

826. What were the principles upon which the change was made?—The first principle was to pursue a course with regard to the inmates, directly opposed to the life which they had led before coming to prison; secondly, to give them a probation in association, after they had been for a time in separate confinement; and thirdly, to give those that deserve it a reward.

827. By a distinction of classes?—By a distinction of classes.

828. How is that distinction marked?—It is marked by badges. We bear in mind the character of the boys with whom we have to deal; they are exceedingly wilful; they are utterly reckless; many of them appear to be incorrigible; they have been in prison over and over again; and therefore we place them in such separate confinement as may not injure their health, nor affect their minds injuriously; but, giving them time and opportunity for reflection, they may be able better to receive religious and moral instruction. This mode of dealing with the boys on admission, has however obtained from the beginning; we have only slightly relaxed its severity. In turning to the very valuable evidence of Mr. Sydney Turner, it will be seen that he thinks it necessary that some such process should take place. I refer to the answers to questions numbered 343, 348, 350, 352, and 353. It has already been stated to the Committee, in Mr. Hall's evidence, that after the boys come out of separate confinement, they pass into association. After having been six months associated, the prison authorities are enabled to judge of their tempers, dispositions, and general conduct. Boys who conduct themselves well, then pass into a third period, which I have mentioned as that of reward, which continues until they leave the establishment. In that period there is a distinction of classes, marked by badges, and they receive an additional hour of evening recreation; I may call it, from the way in which they are engaged, intellectual recreation; and they are credited with money gratuities for their labour.

829. Is that additional hour in the evening school?—Yes; we found the term, "evening school," and we continued it; but it is a sort of intellectual recreation. The boys are allowed to read the library books, and to write letters home; sometimes they sing, the music being led by the master. The whole is under the schoolmasters. But the Committee will perceive that it is not schooling; it is recreation in the school-room.

830. Are there any money gratuities?—Money gratuities are only credited to the boys who are badged; that is, to those in the third period, which I have designated the period of reward. Money gratuities are not given to the boys, but are placed to the boys' credit; and when those boys are sent to the colonies, they

they receive, under the colonial directions, the sums of money, in such proportion as the colonial authorities think fit. Capt. *D. O'Brien.*

831. For what are they given?—For labour and for good conduct combined; boys who are industrious, but who are not well conducted, receive nothing. 22 February 1853.

832. Supposing a boy having been well conducted becomes afterwards otherwise, does he forfeit what he has earned already?—That would depend upon the nature of the crime which he had committed; if the boy had committed a crime against discipline which was such as to render it necessary that it should be taken from him, of course it would be done; but it is not absolutely incumbent upon the authorities to deprive him of the gratuity. The gratuity for the first class in the general ward (for the bigger boys), 6*d.* a week; and for the second class in the general ward, 3*d.* a week. For the first class in the junior ward, who are smaller boys, 4*d.* a week; and for the second class in the junior ward, 2*d.* a week. They that are in the third class get nothing.

833. Who keeps the money for them?—It is credited in the public account.

834. And paid over to the boy when he arrives abroad?—When he arrives at his destination in the colony. The cases of prisoners in the infirmary, or otherwise incapacitated from working, are specially considered.

835. Are the boys allowed to send letters home?—Yes; that indulgence was granted to them two years ago. A good deal of consultation took place before the old rule was broken through. The old rule was, that all communication should be cut off between the boys and their friends; but after much consideration, we thought it well to try the experiment; and that experiment has succeeded to a degree that has astonished everybody connected with the establishment. The letters are most creditable; Mr. Nash, who will be examined before the Committee, will place before you letters which he has received from the boys who have been at Parkhurst, which are creditable to the boys and to the establishment. Some of the letters received by the boys from their parents have been most affecting, and possibly of use to the latter.

836. Do you contemplate the extension of further indulgences to the more deserving classes?—Yes; but I would first mention another indulgence, which may perhaps appear trivial. Anybody, however, who has had to do with juveniles, especially with the juvenile class that we are treating of, will know that you cannot get at them in any way so effectually as through their stomachs; and taking that into consideration, we have added to the Sunday dinner a plum-pudding. Boys who have committed any trivial offence, are deprived of their pudding; they are marched out, and paraded up and down in the yard, while those who have conducted themselves well are eating their pudding. It may appear to many people absurd that it should be so, but practically it has had greater effect, I believe, upon their conduct than almost anything else that we could have given in the nature of gratification. Further indulgences may take place. I have consulted with the governor upon making gardens for the boys, and we think they will be of advantage. I should be sorry if it were supposed that those boys are solely affected by eating and drinking; it is not so; they are just human creatures, and we endeavour to treat them as such. We have an idea that this indulgence of gardens may do good, and by and by, when we see our way a little better, the summer additional hour of recreation may be passed in some game out of doors, instead of being passed in the evening school. But we do not disquiet ourselves about giving encouragement to the deserving boys. Our own good nature prompts us, on all occasions, to give them as much as we can. Our real difficulty is with respect to the bad boys; to control the hardened, and vicious, and thieving lads, with whom we have to deal.

837. Have you anything further to state with regard to any other indulgences which you contemplate as possible?—A great number have occurred to our minds; but when we have tried how they would work, we have met with practical difficulties; and we have thought it better, from the very beginning, to go steadily forward, to make every step sure; for with those boys it is most important that no error in judgment should be committed.

838. We now come to the subject of employment. What information have you to give the Committee upon that point?—I beg to put in the Daily Distribution of Prisoners confined at Parkhurst Prison, for the week ending 19th February 1853. This is a weekly report sent to me by the governor, and is the last which has come to my hand.

[*The same was delivered in, and is as follows:*]

DAILY DISTRIBUTION of the PRISONERS Confined at PARKHURST PRISON, for the Week ending 19 February 1853.

	PRISON DUTY.			SICK.		PRODUCTIVE EMPLOYMENT.															Unemployed.	INSTRUCTION.		CONFINED.				Total Number of Prisoners.	REMARKS.
	Cleaning Prison.	Attending Sick.	Pumping.	Infirmary.	In Cells.	Bakers.	Painters.	Tailors.	Shoemakers.	Carpenters.	Sawyers.	Bricklayers.	Brickmakers.	Smiths.	Land Labourers.	Knitting.	Washing.	Cooks.	Gardeners.	Picking Oakum.		In School.	In Cells.	Penal Class.	Class.	Separate Class.	Dark Cell.		
Monday - -	39	1	22	25	9	3	3	58	24	7	1	2	10	2	36	24	10	9	6	–	–	238	–	2	14	3	–	548	
Tuesday - -	11	1	22	30	21	3	3	60	23	7	1	7	20	2	118	45	10	10	8	–	–	137	–	1	6	2	–	548	
Wednesday -	10	1	22	29	18	3	3	63	26	8	1	7	20	2	125	49	9	8	7	–	–	129	–	1	5	2	–	548	
Thursday -	11	1	22	30	23	4	3	60	26	5	1	8	18	1	125	43	8	10	6	–	–	142	–	1	–	–	–	548	
Friday - -	11	1	22	31	22	3	3	60	28	6	3	8	18	1	141	23	6	10	9	–	–	141	–	1	–	–	–	548	
Saturday -	10	1	22	32	15	3	3	62	29	8	2	9	18	2	137	20	11	8	8	–	–	140	–	1	4	1	–	548	

ESTABLISHMENT.

Distribution.	Governor.	Chaplains.	Surgeon.	Steward.	Deputy Governor.	Clerks.	Schoolmasters.	Principal Warders.	Infirmary Warder.	Infirmary Attendant.	Warders.	Assistant Warders.	Porters.	Cooks.	Watchman.	Messenger.	Engineer.	Stoker.	Agricultural Instructor.	Dairywoman.	Baker.	Gasmaker.	Total.	Prisoners.	General Total.	REMARKS.
Effective -	1	2	1	1	1	2	6	3	1	1	14	14	2	2	1	1	1	1	1	1	1	1	59	516	575	
Sick - -	–	–	–	–	–	–	–	–	–	–	1	1	–	–	–	–	–	–	–	–	–	–	2	32	34	
With leave -	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	
TOTAL - -	1	2	1	1	1	2	6	3	1	1	15	15	2	2	1	1	1	1	1	1	1	1	61	548	609	

George Shirlaw, Deputy Governor.

Capt. *O'Brien.*—The report which is sent in by Mr. Strickland, who has just been examined, gives a clear account of the way in which the prisoners are employed; and, with the permission of the Committee, I will state the work that was done, according to his yearly report, dated the 10th of January 1853. There were made "928 jackets, 62 waistcoats, 927 pairs of trowsers, 1,088 shirts, 188 flannel waistcoats, 206 pairs of drawers, 1,939 pairs of socks." When the weather does not permit the boys to work upon the land, they are brought together in-doors, and knit socks; and I believe that at present we have two years' consumption of socks, knitted by the boys at those times. In addition, there have been 26 jackets, 54 waistcoats, 22 pairs of cloth trowsers, and 154 pairs of duck trowsers, for outfit. There have been also 261 pairs of boots and made, besides boots and shoes mended. The operation of the brick-yard has consisted in making 140,000 bricks for building purposes, 1,260 large 9-inch drain-tiles for ditto, 6,100 pantiles ditto, 83,500 large and small field drain-tiles, 4,100 small drain-pipes, and 1,200 ridge-tiles. The number of boys employed in the brick-yard is about 17; and a very creditable amount of work has been performed by them. The washing is done in the prison by the prisoners, also the baking and cooking; 12½ acres of land have been drained, 4 acres trenched and double dug, 70 yards of large tile drain laid, 88 yards of new road made, 180 yards of old hedge grubbed up, 330 yards of road dug up, 1,000 yards of new hedges cut and repaired, 228 yards of new brook cut on watercourse from the forest, three large cesspools for liquid manure dug, one large pond for liquid manure dug, and two large heaps of clay and rubbish carted from the prison to old clay pit in the brickfield. The boys are also employed in the farm-yard, and in keeping the pigs. We have about 95 pigs, and eight or nine cows, and the boys are employed in attending to them. The work done in 1852 exceeds the work done in the previous year.

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839. How was the work in that previous year, in comparison with the year before that?—Considerably more.

840. Then the increase has been progressive?—It has.

841. Sir *W. Jolliffe.*] With the same number of boys in the establishment?—Yes.

842. *Chairman.*] What is the number?—There were 548 on the 19th of this month.

843. What is the maximum number you can take in?—Six hundred and twenty-five. I may be permitted to add, that an increased quantity of work has been done, as compared with previous years, because now less schooling is given, and more out-door labour. We thought it would be better that such schooling as was required should be given to the prisoners in the first period of their being in the prison, and we changed it accordingly.

844. How long is it since that change took place?—The first change took place in October 1849; the second and greater change took place about two years ago.

845. And then the system was introduced upon which you are now proceeding?—Yes.

846. With reference to the system of school instruction, what information have you to give the Committee?—I have nothing to add to the evidence which has been given already to the Committee by Mr. Hall; he has stated exactly the nature of the school instruction. I am not inclined, so far as I see, to add to the school instruction. I think a great mistake has been made by several establishments, in instructing the boys too highly. Our object is to teach them that which will be of use to them in after life, and no more.

847. With regard to offences and punishments, can you give the Committee any information?—I am able to show the Committee a table of the punishments, or rather the reports which have been made against the boys. The Committee will see distinctly that it is not the number of punishments that are inflicted, but it is the number of the inmates who escape punishment, or escape reports altogether, that may be taken as a criterion of their good conduct. I will begin with the junior wards: in the year 1849, before this change took place, 4 per cent. of the boys escaped without being reported; in the year 1850, in the same ward, 17 per cent.; in the year 1851, 24 per cent. (I leave out the decimals). In the general ward, in the year 1849, 23 per cent.; in the year 1850, 31 per cent.; in 1851, 44 per cent.; in 1852, 69 per cent. I will now mention what took place in the schools: in the year 1849, 49 per cent. had no report against them for

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school offences; in 1850, 69 per cent.; in 1851, 78 per cent.; in 1852, 75 per cent. Then we come to the general ward: and in school, in the year 1849, 71 per cent. escaped reports; 82 in 1850; 91 in 1851; and in 1852, 89 per cent. In the general ward there was not a single complaint made against 283 boys, forming two-thirds of the whole number, during the past year. I believe it to be without a parallel anywhere; and it appears the more extraordinary, because the vigilance at Parkhurst is so strict, if a boy does anything in the slightest degree wrong, he is reported.

848. Do you think that the vigilance has been equally strict through those years which you are comparing?—Yes, and there has been no difference with respect to the discipline, as regards boys who are ill-conducted.

849. Mr. *Milnes.*] To what causes do you attribute this apparent great improvement?—I have stated that there has been no change in the discipline as regards the ill-conducted boys; the same punishments have been awarded for the same sort of offences; but greater encouragement has been given to the well-conducted boys. A good deal has been said with respect to a very unfortunate circumstance which occurred about three years and a half ago, viz. setting fire to the building; I am compelled to allude to it, in consequence of one of the witnesses before this Committee having talked of "the conflagrations at Parkhurst." One fire occurred, and one attempt to set the place on fire occurred; beyond that there have been no conflagrations. One of the dormitories was set fire to by five of the boys; their object was to escape, and nothing but to escape; and I may be permitted to mention a somewhat curious incident relating to it. There was a lad of the name of Quin who had been in the prison about a year and a half, exceedingly ill-conducted, and very headstrong; he was thought to be almost incorrigible. The deputy governor, who is a very efficient officer, and a very sagacious man, had some conversation with him; and the boy solemnly said, "I never will commit an offence in this prison again." He kept his word; and on the evening when the fire took place he saw the five boys who had conspired to set the place on fire, in a corner by themselves; he went up to them, and he said, "I know what you are about, and if you do not go back to the rest of the boys I will bring the officers, and tell them you are the persons who set it on fire." Such was the change in a boy who had been believed, to within a month of that time, to be incorrigible; afterwards he conducted himself exceedingly well.

850. Mr. *Adderley.*] Do you consider the conduct of the boys in prison a test of character?—It is the only test at present that we have.

851. I have heard from many governors of prisons that those who are best conducted when in prison are, generally speaking, by no means of the best character; should you say that that applies to boys as well as to men?—No, it does not. It would apply to boys who are in prison only for a short time; but as the Parkhurst boys remain there from two years and a half up to four or five years, if they are well conducted through that period, it is a test of character. If they are only well conducted for a short period, while the wardens are looking after them, it is no test of character.

852. Do not you think that a sharp boy of a criminal disposition knows very soon how to adapt himself to the rules and restraints of the prison, so as to avoid censure?—There are exceptions unquestionably to the general remark which I have made.

853. Do not the sharpest criminal boys adapt themselves most readily to the rules of the prison?—I am not prepared to go to that extent; I think they may or may not. You find very sharp criminal boys who are sometimes exceedingly wilful and headstrong, who do not adapt themselves to the discipline of the prison.

854. You do not think that a good deal of this adaptation to the rules and discipline of the prison is the result of a sharp and cunning disposition?—A sharp and cunning disposition has a great deal to do with it; but I am not prepared to say, as a general rule, that the sharpest and most criminal boys are the best conducted prisoners. I think, upon the whole, the contrary is the fact.

855. Mr. *Milnes.*] Have you had many very disappointing cases as to boys who have conducted themselves very well when under this strict vigilance, but who have fallen back into crime when they had nothing to trust to but their own self-command?—I believe that such would be found to be the case; but I have no facts of the kind to lay before the Committee. Unfortunately we have had

no

no returns for a long time of the conduct of the boys, from the colonies. The last return which we had was stated in our report of 1852, from Western Australia. Since then no fresh boys have been sent out to Western Australia; and at the Colonial Office they have no accurate information as to what has taken place in Van Diemen's Land, where the body of our juvenile prisoners have of late years been sent.

856. Mr. *Adderley.*] What was the report from Western Australia; was it, generally speaking, favourable, or otherwise?—It was particularly favourable. Governor Fitzgerald states in his report that the conduct of those boys was on a par with the conduct of the free emigrants. It is given in Colonel Jebb's evidence. On this subject I may quote the opinions of the chaplains, Mr. Smith and Mr. Spear. With respect to the moral state of the prisoners, Mr. Smith notices its advancement, and attributes it "mainly to the changes which have taken place in our general routine," which he characterises as an "alteration in the fundamental principle of our institution." Mr. Spear says, "Of the moral conduct of the prisoners I am always desirous to report very carefully, and to make no statement which cannot be supported by facts; and it is with very great satisfaction that I can present a most favourable account of the conduct of the junior boys during the past year. The annexed Tables from the wards and school will show a very great improvement compared with any former year. The crimes reported to the governor have been one-third less than in the year preceding, and the minor offences have been one-half less, the most of which have been of so trifling a nature, that in any other establishment but a prison they would not be noticed; but here every departure from the discipline is required to be noticed and reported, that it may be met by admonition or some slight punishment, as the case may be; for generally out of small offences greater ones grow; therefore we feel it necessary to check the evil in the bud. The boys have been more cheerful and contented than I have ever known them to be in any former year, owing to the general improvement which has taken place." In addition to these testimonies, I will read also the words of the deputy governor, Mr. Shirlaw, whose duties bring him continually in contact with the subordinate officers. He says, "I never knew the boys so well behaved and the officers so comfortable."

857. *Chairman.*] Have you anything to say about the attempts to escape at Parkhurst, and the causes of them?—Yes, several attempts to escape have been made within the last four years; latterly there have been very few. The causes have been a general restlessness, which I think belongs very much to their age, and very much to the bad example which is set by other boys. I will give an instance, to elucidate what I have last said. There were some boys who were sent away in a van, they passed a road where other boys were at work, and two of the boys at work could not resist the temptation at the moment; and off they ran, without any premeditation or design. One boy was brought back before he got a quarter of a mile; the other ran, I believe, about a mile, before he was caught. Now, I am sure that these escapes do not depend upon the boys having any very decided abhorrence to the place, for I may be permitted to say, that in the first half of the year 1819, I was at Sandhurst Military College, and during that time there were five boys who ran away from Sandhurst. An escape had never been known before, and I believe that none has ever been known since, and those were parallel to the cases of most of the boys running away from Parkhurst.

858. Are there sentries placed at Parkhurst?—There are sentries. The attempts to escape which have taken place at Parkhurst are such, that at some places, perhaps, they would not be stated as attempts. Several attempts to escape have been made from Red Hill, and there, if a lad is brought back, or he returns, they do not call it an escape. In the Parkhurst acceptation of the term many escapes have taken place from Red Hill, but in the Red Hill acceptation of the term no escapes have taken place from Parkhurst, because no boy has got out of the island.

859. Mr. *Adderley.*] How many have been the attempts, according to the returns of Parkhurst, in the course of the last few years?—There have been eight or nine attempts, three only having passed the boundary, but none of them has been successful.

860. Have you anything to say about the sentries?—Sentries were placed there in consequence of escapes taking place; we found it cheaper than build-

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ing a wall, it being necessary to keep the boys in. They are only posted at points where a possibility of escape exists. They do not speak to the boys, or interfere with them in any way. It certainly does appear to me to be far more humane to the boys to put a barrier to their escape, than to allow them the idea of liberty, and if they make use of it, to bring them back and punish them. At schools the playgrounds are usually enclosed. I never heard of a boundary wall being supposed to harden the hearts of the school-boys, or render them immoral.

861. *Chairman.*] How would you describe the general results of the changes which have been made in your system?—The general results are, that there have been very few punishments in comparison to what there had been before; the boys have been much happier; the officers have less worry and trouble, and a great deal more work has been done.

862. Are there any misrepresentations upon the subject of Parkhurst which have been made in the evidence given before this Committee which you are desirous of correcting?—I am bound to answer that the most injurious statements and opinions have been promulgated with extraordinary industry with respect to Parkhurst. If those opinions and statements had been merely set forth at public meetings, or by ignorant people, I should not have said a word about them; but the evil does not stop here, it unhappily extends to the unfortunate inmates of the establishment. At present there are 160 well-conducted boys ready for tickets of leave; and if a stop is put to transportation, as we believe it will be, those boys must sooner or later be liberated in this country, and in their persons will feel the effects of the unjust aspersions cast upon them. It is really a fearful responsibility which those persons who have spoken of Parkhurst in the way in which they have done have taken upon themselves. Now with reference to the evidence, I beg to turn to question No. 833, in Miss Carpenter's evidence; I allude to the latter part of the answer, which you will find in page 102: "I think it will be evident that I do not believe that reformation is compatible with the general system adopted at Parkhurst." That at least is Miss Carpenter's opinion; and no one can deny for a moment that it is her honest opinion; but her evidence so given on the 21st of May 1852, is applicable to a state of affairs which ceased in October 1849.

863. Does not what you have now stated appear upon the face of Miss Carpenter's own evidence; for she goes on to say, "I have not visited Parkhurst; I only therefore would speak from the report of the Governor of Parkhurst himself, which was presented to both Houses of Parliament." She is asked, "When was that report presented?" and she says, "I think the report was presented in the year 1850." She is asked, "I presume you speak of Parkhurst as it was in 1849, and before that time?" and she says, "Yes"?—That may in a degree alter what I have said; still the impression appears to be the same. But then again you find at No. 84, Miss Carpenter says, "It acts entirely on the principle of compulsion and restraint." Now I think it is perfectly clear, from the evidence which I have given, that such is not the case.

864. The whole of the answer is, "I consider the radical defect of Parkhurst is, that it is in fact a juvenile prison, not, as was recommended by the House of Lords, a school; and that it acts entirely on the principle of compulsion and restraint, which is entirely fatal to any action of the will of the boy; I conceive that schools carried out in that manner will not produce the effects that I contemplate"?—That is the answer. But I do not think an accurate representation of Parkhurst as it was when that answer was given by Miss Carpenter on the 21st of May 1852.

865. Mr. *Milnes.*] Do you not think that Miss Carpenter may have been brought to this conclusion by the very strictness of the discipline at Parkhurst, to which you before alluded?—Antecedent to 1849 that might have been the case.

866. Did you not state as one of the proofs of the success of the system that there were so very few complaints, notwithstanding the vigilance was so strict; implying therefore a continual restraint over the will of the boys, and very little opportunity given for any exercise of self-command?—I did not intend to convey that idea. I intended to convey the idea that the boys could not have done wrong without being found out.

867. Mr. *Adderley.*] But you recommend a system of sentries perpetually watching the boundary walls; do not you consider that that is the restraint to which

which Miss Carpenter alludes?—Miss Carpenter is the last person in the world that one would wilfully misrepresent; but it does really appear to me that in answer to Question 843 she is speaking of the present time, that she speaks of a principle of compulsory restraint which I do not think exists now at Parkhurst.

868. *Chairman.*] I presume you mean to say that the impression conveyed by Miss Carpenter's evidence, as to the system at Parkhurst, is not warranted by the facts at present?—Certainly not.

869. Is there anything else in the nature of misrepresentation which you wish to correct?—It appears to me the same observations would apply to the answer 1181. Mr. Power is the person who gives the evidence; he says, "I have not visited Parkhurst, but I have read the reports very carefully. The discipline there has been relying upon walls, upon a discipline of routine, upon everything else except building up a character in the child which would induce him to become a reformed character. The natural tendency of a human being is to escape from such a system as that."

870. You say that that statement is not warranted by the facts?—Certainly not.

871. In comparing Parkhurst with the Philanthropic Institution, are there any advantages on the side of Parkhurst, in your opinion?—I think there are. It has been stated to the Committee by the most intelligent witnesses that the reformatory process should commence with some description of imprisonment. Now at Parkhurst we have that initiation, and they want it at the Philanthropic. I think, moreover, that Parkhurst deals with all descriptions of juvenile offenders, and with all descriptions of temper and of guiltiness, and there we can control the utterly bad and unruly. They cannot do so at the Philanthropic. Several lads who were at the Philanthropic, and were sent away, have been transferred to Parkhurst, for us to bring into order. The majority of them, certainly, were very bad boys. I think, again, that Parkhurst is regulated upon a system in which ordinary persons, placed in authority, will produce good results; but it appears to me that the success of the Philanthropic depends entirely upon the wisdom, forbearance, firmness, and tact of the individual at its head. If the Philanthropic were taken as a model, the copies would be found generally to be failures, through the incapacity of the governors. It is not every day that you can find a man like Mr. Turner to take charge of such an institution. Very few persons possess the great qualifications which he possesses for that situation.

872. What observation would you make as regards a comparison between Parkhurst and Mettray; do you know Mettray yourself?—Yes. I visited Mettray in September 1850. My previous experience enabled me to ask many questions which ordinary persons would not perhaps have thought of asking. In the next year I had several interviews with Mr. Demetz, who was at the head of the establishment. He and I visited Parkhurst together, and we had lengthened discussions upon the respective establishments which were under our authority, and, upon the whole, I have come to the conclusion that I shall extremely regret anything in the nature of Mettray ever being introduced into this country.

873. Will you state the grounds upon which you have come to that conclusion?—I think the fundamental error of Mettray is their proceeding solely upon what they term the *sentiment d'honneur*. The lever by which the young mind is elevated with them, is the *sentiment d'honneur*. Lest there should be any misapprehension with respect to the meaning of that term, I should be very glad to give it in the words of Monsieur Cochin. Here is, "Notice sur Mettray, par Auguste Cochin, Docteur en droit. Extrait des Annales de la Charité. Se vend au profit de Mettray." This notice I purchased at Mettray. At page 8, he says, "C'est une sorte d'alliance de la conscience et de la vanité, c'est l'honneur." At page 7, "En s'adressant à ce sentiment, les fondateurs de Mettray ont fait preuve d'une remarquable connaissance de la nature humaine et du caractère particulier des Français." Now this sentiment of honour may do very well for them, but it will not do for this country. They have a *tableau d'honneur*; but nothing, so far as I could learn, is said about their duty to God and to their neighbour. "Honour," is the word always used. At Parkhurst we are content with making use of the word, "honesty," and our endeavour is to instil a sense of religion and duty into the boys' hearts. At Mettray, *le sentiment d'honneur* is the all-sufficient reforming essence, but sound principles are not taught. The inculcation of that which is right, in opposition to that which is

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wrong, does not take place. And why? Because the greatest encouragement to the boys is, that they should be inscribed on the tablet of honour. Will the Committee permit me to read three or four lines also from Monsieur Cochin's report, page 25: "Mais le principal encouragement, le plus désiré, le plus aimé, c'est l'inscription au tableau d'honneur; il faut, pour y figurer, être trois mois sans punition: c'est l'ordre du jour, le bulletin d'armée, le livre d'or de la colonie."

874. Mr. *Milnes.*] Do not you think that the motive derived from being inscribed in the tablet of honour is quite as good as that of the Sunday plum pudding. They are both appeals to childish feelings; but still, if we are obliged to resort to the one, may it not be somewhat unjust to blame others for resorting to the other?—No doubt; what is implied in the question is correct, and the sentiment of honour, such as is used in France and in Belgium, answers their purpose. But I should prefer giving our boys plum pudding rather than to talk to them about what, in fact, they know nothing.

875. Mr. *Adderley.*] If the *tableau d'honneur* is found to operate powerfully as a motive upon the mind of a French boy, may there not be a very different system of rewards that would act upon the different cast of mind of an English boy?—Certainly.

876. Therefore might not the system adopted at Mettray be a good one in England, though it would not have those particular features which are found to suit the French character, and which you think appear so trifling?—Undoubtedly.

877. Is it not then against the system that you are objecting?—It forms a great portion of their system at Mettray; but I shall come presently to the family system.

878. The essence of the system is an appeal to the motive uppermost in the boy's heart, and that uppermost motive would be very different in England from what it is in France?—Precisely.

879. Your objection to the *tableau d'honneur* at Mettray, as you expressed it, appears to apply to the whole system; whereas, in fact, it only applies to those special phases of the system which are applicable to the French character?—My observations have been directed to the establishment at Mettray.

880. An exact parallel to Mettray established in England would not have the *tableau d'honneur*, because it would not find a motive in the English boy's breast to which that *tableau d'honneur* would appeal. But you would not on that account object to Mettray being transferred to England *mutatis mutandis*?—I would object to it upon other accounts also.

881. *Chairman.*] Will you state any other objections you have to the system at Mettray, as compared with that at Parkhurst?—It appears to me that the family system is essentially unsuited to English delinquents. The French are far more social in their relations than we are, masters with their servants, and so forth. In my early days I was a good deal in France; I lived in different French families, and I saw what was very different to that which I had been accustomed to at home. With us the distinction of classes is a national characteristic feature. There may be considerable kindness between different classes, but there is no cordiality; and such being our habit, when the custom is departed from, mutual respect, I think, ceases. We act as if familiarity were inconsistent with decorum, and this is especially the case in the relation between prisoners and their officers. Now, the semblance of equality with us would immediately lead to presumption on the part of the boys; besides, it would lead to favouritism on the part of the officers, or the suspicion of it, which would be nearly as fatal to the authority of the superior. Therefore, I object to the family system as it is carried on at Mettray.

882. Mr. *Tufnell.*] What do you consider to be the general object of the reformatory system; is it to change the character and habits of the boy altogether?—Undoubtedly; he comes in bad, and you want to send him out good.

883. In order to change the character, and to form him to new habits, is it not necessary to gain his confidence?—I do not think it is exactly with our boys; I think many boys will become reformed under our system who will tell you very little about it.

884. I gather from your evidence that you rely solely almost upon external rewards and external punishments?—I should be very sorry indeed to give such an idea to the Committee, because I trust that our opinion of the high importance

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of religious instruction and religious and moral training, has been apparent from what I have stated.

885. But according to your system, you would object to all familiarity between the officers and the boys themselves; and I infer, therefore, that you are of opinion that the officers should not show the boys either that they trust them very much, or that they feel a very great interest in their moral improvement?—I object entirely to familiarity; but I think that persons who are in authority may show a great deal of interest in the boys, and may teach them to do that which is right, and that that teaching will be effective without there being any degree of familiarity between them.

886. Mr. *Milnes.*] Do not you, in the views which you have expressed upon this question of familiarity, proceed upon the supposition that the relation between the master of a penal school, or a reformatory establishment, and the children, is necessarily the same as that of the master of a prison and ordinary criminals?—I think the difference exists in the different conditions of the inmates. In a school there may be a certain extent of familiarity permitted which would be quite incompatible with keeping up proper discipline in a penal establishment.

887. But does not what you say rather depend upon the validity of the theory of treating criminal children in the same way as you would treat grown-up criminals? Would not your objection as to the matter of familiarity be somewhat removed, supposing you were convinced that these criminal children should be treated merely as children who have fallen into childish offences, and not as responsible persons, to be judged by their country?—I am always prepared to make a distinction between those who have committed crimes and those who have not; to make a distinction between a pauper child and a criminal child. You may treat a pauper child, or a child in a ragged school, in a different way from that in which you would be disposed to treat a criminal boy in a penal school.

888. Are not the very offences for which children are condemned by the law to these punishments, offences not only of a similar nature, but absolutely identical with those which occur in the case of children of the upper and middle classes of society, and which are treated there as childish offences, and punished and reformed ordinarily, and are not submitted to any publicity, or anything like penal punishment, if the child is born among the fortunate classes?—The offences for the most part commence as described in the question.

889. Do not you suppose that the habit of pilfering, which is really at the bottom of 99 cases out of 100 of those who form the subject of this inquiry, does exist among children of the more favoured classes, and is there repressed and reformed by the advantages of education, without anything more than the exercise of ordinary childish punishments?—No doubt of it.

890. Mr. *Adderley.*] Do you consider your system at Parkhurst to be a two-fold system, beginning with punishment and going on with reformation?—I do.

891. Your first stage is punishment, and afterwards you proceed to reformation?—Precisely, or rather, I should say, we combine them.

892. Would you have any objection to divide those two, and to have one institution for the first part of the treatment, and another institution for the second part, the reformatory treatment?—That would appear to me objectionable on the ground of convenience, and on the ground of economy; and also on a third ground, which is that of enabling persons who are over the whole to see the career of an individual, from his entrance into the establishment to his exit from it.

893. Do you consider both the penal and the reformatory treatment necessary in all cases of juvenile crime?—I do; they should go together.

894. And you consider that there are cases in which a child has been led into criminal habits by the want of a home and parental care, in which no punishment at all is necessary for the child, but that the child might be at once treated in the reformatory establishment?—I think that every child, whatever may be the circumstances, who breaks the law, should come under the operation of the law; and that under the operation of the law he should be treated in a penal reformatory establishment.

895. Mr. *Milnes.*] Would you carry that principle to this extent, that you would have a parent in the middle or upper classes of society bring his child up

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before a magistrate for stealing an apple when he was six years old?—Not at six years old, but at nine or ten years old, when he has come to an age at which he is regarded as a responsible being.

896. Would you treat a child of your own in that way?—I have no experience.

897. Would you not submit a child, committing an offence of that nature, to the ordinary juvenile punishments, and treat him very differently from the manner in which you would treat a responsible criminal?—I would not take a boy who stole a marble up before a magistrate and accuse him of theft; there are various degrees of criminality.

Veneris, 25° *die Februarii*, 1853.

MEMBERS PRESENT.

Mr. Baines.	Sir John Pakington.
Mr. Monckton Milnes.	Lord Lovaine.
Mr. Adderley.	Viscount Drumlanrig.
Mr. Fitzroy.	Mr. John Ball.
Mr. Miles.	Mr. Robert Palmer.
Mr. Headlam.	Sir William Jolliffe.

THE RIGHT HON. MATTHEW TALBOT BAINES, IN THE CHAIR.

Captain *Donatus O'Brien*, called in; and further Examined.

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898. *Chairman.*] WHEN the Committee broke up on Tuesday, you had been giving an account of the institution of Mettray, which you have yourself visited. Had you finished all that you wished to state to the Committee upon the subject of that institution?—I have nothing important to add.

899. Do you know the institution at Ruysselede, which has been mentioned in the evidence here?—Yes.

900. Where is that?—It is within a few miles of Bruges, in Belgium. I visited it in last July, chiefly with a view of placing before the Committee any information that it was in my power to obtain, conceiving it possible that I might have the honour of being examined by them.

900*. Have you any observations to make with regard to that institution which you think may assist the Committee with reference to the object of their present inquiry?—Yes. I hold in my hand the third report of the institution of Ruysselede. It is more of a pauper than a penal school; yet it has in some measure the character of both. With the permission of the Committee, I will read an extract from my memorandum book upon Ruysselede: "The governor conducted me over the entire establishment, which is a well arranged agricultural poor school for boys, chiefly mendicants and vagabonds, from four to eighteen years old. For particulars, see M. Ducpetiaux's Reports; the second is most descriptive. The lever is honour. They have the Tablet of Honour, all engendering a peculiar conceit among the boys. The *directeur* appeals to their honour, then to their "cœurs," and sometimes gives them a week's spell in a solitary cell, with bread and water (to-day several punishment cells were occupied); but he says nothing of principle, nothing of right and wrong, nothing of religion, nothing of conscience. However that may be, there is no denying the success up to this time achieved. Not one lad has been returned to the establishment after being placed in service, and the applications for the services of boys much exceed the numbers that can be supplied. Some desertions happen, but when we consider that these lads, previous to their admission to Ruysselede, have been in great want, suffering all the wretchedness of a country (Belgian) life, without friends, without means, we cannot wonder at their preferring to remain in an institution where all their wants are supplied. One rather marvels that any of them attempt to escape. The *directeur* objected to the family system of Mettray. Nothing is sold off the premises. The boys grow, raise, manufacture,

manufacture, and make every thing for their own use. When questioned, the *directeur* said he had no really bad boys to deal with; he vaunted that he could keep all in order; but he acknowledged that, rather than keep one vicious lad who might contaminate the rest, he would send him away, to prison, anywhere."

901. How long has that institution existed?—Nearly four years. In 1851 there were 495 inmates.

902. Do you know how it is supported?—By the government, and by the different arrondissements from whence those boys come; a few boys also are paid for by their parents.

903. Do you know upon what principle the arrondissements pay to it; is it in proportion to the number of boys they send there?—I believe so, but I cannot say positively. The expenses of Ruysselede are 194 francs 25 centimes per head, or about 8*l.*

904. Lord *Lovaine.*] Does that include the establishment charges?—Every charge.

905. *Chairman.*] Under what authority are the children sent to this institution?—They are chiefly vagabonds and beggars sent there under the 66th Article of the Belgian penal code, which corresponds with 66th Article of the French penal code. Children are sent there who have committed offences, having, to use their own expression, "agis sans discernement." Also some in consequence of their parents choosing to put them under restraint.

906. Have you copies of those portions of the French and Belgian law to which you have just referred?—I have not, but I will endeavour to procure them.

907. Mr. *Miles.*] Does the age exactly coincide both in the Belgian and French law in which infants are supposed to act "sans discernement"?—I believe they are precisely the same.

908. What is the age to which that extends?—Sixteen years of age, with power to detain to twenty years of age.

909. Mr. *Ball.*] Are you aware whether the provisions by which children are sent by the local authorities to this institution are compulsory?—As regards the vagabonds and the beggars, it is compulsory.

910. Under the French law (and perhaps you can inform the Committee whether it is the same under the Belgian law), vagrancy is an offence of itself, and, therefore, those cases would be included in the cases of young criminals acting without discernment?—Yes.

911. *Chairman.*] Do the government send the children to Ruysselede?—Not the administrative government; those who are sent are sent under the operation of the law generally.

912. Mr. *Fitzroy.*] Who is the manager of the institution; is he appointed under the government?—The whole is under the management of the government; the director whom I saw, M. Pol, is appointed by the government, and he again is under M. Ducpetiaux, the head of all the establishments of that nature in Belgium.

913. How many superintendents are there at that establishment?—The establishment consists of a director and certain employés under him.

914. Are the charges for their salaries included in the 8*l.* per head, per annum?—Yes.

915. Are the children clothed also out of the same money?—Their entire clothing is made upon the premises by themselves. They grow the flax; they hackle it; they spin it; and they make it into dresses; the straw from the farm provides them with straw hats; they knit their stockings, and they make their sabots.

916. What means have they of detaining the boys there; are they confined within a boundary wall?—No, there is no boundary wall; but in order to prevent escapes, they encourage one inmate to restrain another; and in the article of their regulations, No. 59, every inmate who is found in any of the courts and roads and corridors in a way which he cannot justify with sufficient grounds, is noted and punished severely.

917. What are the punishments for an attempt to escape?—The punishment cell, bread and water, erasure from the Table of Honour, and public admonitions. In article 75 of their arrangements, necessary measures are taken to prevent escapes and mutinies. For this purpose all the inmates (or the colonists, as they

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are termed) are obliged to aid with a strong hand those that are employed, and to second them in their efforts. And in article 76 it says, there may be instituted a premium or reward in favour of those who seize and bring back any one of the inmates who attempts to escape; so that one inmate is rewarded for seizing any other who attempts to escape.

918. Till what age are they detained?—Up to 18.

919. Are they then apprenticed from the institution, or sent to service?—They are apprenticed, and they are sent to service. Some few go into the navy, and several have gone into the army.

920. Is there any fund attached to the institution from which premiums for apprentices can be given?—I do not know; but there is an institution in Belgium which is very much wanted in this country, and that is a Society of Patronage, as it is termed.

921. *Chairman.*] Will you explain that?—The Society of Patronage is for the purpose of putting forward those unfortunate creatures who either come from the criminal establishments, or who come out of what we should call workhouses. They endeavour to find them situations, and to watch them afterwards, and to assist them; I believe, upon the whole, they are extremely successful.

922. Is that institution dependent upon voluntary contributions, or is it aided by Government?—I cannot speak positively, but I am under the impression that it is voluntary.

923. Lord *Lovaine.*] Are the committals for an unlimited time to those schools?—For fixed periods.

924. Mr. *Fitzroy.*] What is the minimum age at which they receive them?—Four years old, according to my memorandum.

925. Mr. *Adderley.*] Supposing the children were not sent to prisons or workhouses, would there be any use in such an institution of patronage as you describe to exist in Belgium?—I think the institution of a society for patronage would be useful under all circumstances. Those children are not sent away to a particular place or house called a house of patronage, but the society consists of benevolent individuals who exercise their influence to put out those unfortunate creatures in the best way they can.

926. If the children were received into an institution like Mettray in England, there would then be some use in an institution of patronage for the children coming out of the institution?—Yes.

927. Mr. *Milnes.*] Is not the principle of the Patronage Society used to a very large extent with regard to the *colons* who come out of Mettray?—Yes.

928. Mr. *Fitzroy.*] What proportion of the boys at Ruysselede were criminals, as distinguished from the number of poor mendicants and vagrants?—Nearly all are the latter.

929. Does that return show also the proportion of reformations?—Little or nothing can be said with respect to the reformations at Ruysselede, because it has been in operation too short a time.

930. Viscount *Drumlanrig.*] How long has it been in operation?—About four years.

931. Mr. *Adderley.*] Is Ruysselede near a town or in the country?—It is quite in the country, about five miles from Bruges, and two from a railway station.

932. Mr. *Ball.*] You stated that the principal means of training used was the excitement of honour; that there was nothing of principle and nothing of religion; are the Committee to understand that in an institution supported by government, there is no chaplain?—There is a chaplain.

933. Lord *Lovaine.*] Of course the chaplain is under the direction of the governor?—He stands, with reference to the governor, very much as our chaplain stand with reference to the governors.

934. Mr. *Adderley.*] Are they all Roman-catholics?—Nearly so. There are two or three Jews; I do not think there are any Protestants.

935. Mr. *Milnes.*] In so Roman-catholic a country as Belgium, would you not infer that attendance upon religious services is obligatory upon the persons in such an institution as this?—It is.

936. Mr. *Ball.*] Then your impression is, that though provision is made for religious teaching, yet that the spirit of the establishment is not favourable to religious impressions?—No.

937. Have you any return of the numbers who have been sent out of the institution, and who have been either employed in the public service, or otherwise provided for?—They are contained in the report which I hold in my hand, the third report presented to the Chamber of Deputies at their sitting on the 31st of March 1852. The names of the individuals are in this printed report.

938. Could you furnish an abstract of the number, and also of the information there given respecting their subsequent conduct?—I will do so.

939. Mr. *Fitzroy.*] Is there any probation period of punishment through which those boys go on their first admission to the establishment, as in the case of Parkhurst?—None.

940. Are you aware what is the maximum period of confinement in a solitary cell, in cases of escape or any other serious offence?—I was told that the longest time passed in the *cachot* was, if I recollect rightly, five days.

941. Mr. *Miles.*] You have given us an account, from your own observation, of both Mettray and Ruysselede. Knowing, as you do, the description of boys confined in Parkhurst, and the description of boys confined in both Ruysselede and Mettray, do you conceive that the system of treatment of the boys either in Mettray or in Ruysselede can be in any way compared to the treatment which is necessary for the boys in Parkhurst?—I do not.

942. Will you shortly explain your reasons for that opinion?—Simply this, that the boys that we have to treat at Parkhurst are criminals of the deepest dye. Those that are treated at Mettray and at Ruysselede, at the latter particularly, do not deserve that character.

943. So that, however applicable any observations which you may have made as to Mettray and Ruysselede may be as to reformatory schools for another class of criminals in England, they are in no way applicable to the system now pursued in Parkhurst?—That is true.

944. *Chairman.*] Can you give the Committee any information about the institution of St. Hubert, in Luxembourg. Where is it?—St. Hubert is away in Luxembourg. No railway goes near it; there is no large town near it, and as it is very little known by travellers, it is seldom visited. I had not time to visit it when I was abroad in the summer, otherwise I should have done so; but I heard a good deal about it. I hold in my hand a "Notice Statistique sur la Maison Pénitentiare des jeunes Délinquants à Saint Hubert, province de Luxembourg," edited by M. Ducpetiaux. It is of a different character from Ruysselede, inasmuch as those that are sent to St. Hubert are far more criminal than those who are sent to Ruysselede; it approaches in its arrangements very nearly to Parkhurst. The number of "*détenus*" in 1850 was 449. A separation takes place at night, and incessant surveillance is maintained. "Les dortoirs sont disposés au moyen d'alcôves ou loges en fer, garnies d'un treillage, de manière que chaque détenu est complétement isolé et renfermé pendant la nuit. Les frères surveillants occupent, de distance en distance, des cellules spéciales, d'où ils exercent une surveillance incessante sur les dortoirs." That is very much as it is at Parkhurst; classification is enforced. The inmates are divided into three categories. The first comprises those whose antecedents are unfavourable, and whose conduct is bad; it bears the name of the Division of Punishment (*Division de Punition*). The second category comprises the inmates whose antecedents are not decidedly unfavourable, and whose conduct is not absolutely bad, but who nevertheless require a certain probation before being definitively classed among the good or the bad; this category bears the name of the Division of Probation (*Division d'Epreuve*). The third category is composed of inmates whose antecedents are favourable, and whose good conduct, maintained in the penitentiary, has obtained for them particular distinction; this category bears the name of the Division of Reward (*Division de Récompense*). The three divisions, though united in the same locality, and subject to nearly the same system of discipline, have nevertheless particular distinctions. Thus the inmates in the Division of Punishment are submitted to certain privations, and those in the Division of Recompense enjoy certain favours and distinctions indicated in the rules. In these respects the institution of St. Hubert approaches very much to the institution of Parkhurst.

945. What punishments have they there?—Deprivation of visits and correspondence, and of the recreations and distinctions accorded to the boys who conduct themselves properly; reprimands addressed publicly, and placed in the order of the day; distinctions of dress; cellular sequestration, with or without a diminution

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a diminution of food, and with or without the interdiction of work or reading; erasure from the Tablet of Honour, and being sent back into an inferior division, and being withdrawn, in whole or in part, from all indulgences.

946. Mr. *Milnes.*] Is there any corporal punishment?—No corporal punishment permitted. In all the foreign institutions which I have seen corporal punishment is abolished.

947. *Chairman.*] Is there anything of a penal character, in the first instance, upon entering the establishment?—Not having visited the institution, I cannot take upon myself to say; but I believe that a lad whose antecedents are unfavourable upon entering would at once be put into this division of punishment, which I take to be not unlike our first division at Parkhurst.

948. Are the *détenus* there exclusively young persons?—Exclusively young persons.

949. Between what ages?—Of all ages under 18.

950. How is this institution supported?—It is at present supported as the ordinary prisons in Belgium are.

951. Is it under constant government inspection?—Yes.

952. Is there any part of the system of St. Hubert which you think we might borrow with advantage, which we have not at present?—I think we approach it so nearly at Parkhurst, that we have all the good at Parkhurst which I conceive to exist at St. Hubert.

953. Can you state the expenses of St. Hubert?—The general annual expenses, taking everything, amounted in the first year, 1844, according to the table which I have before me, to one franc 74 centimes per head per day. It has gone on gradually diminishing, till, in 1850, the total expense has been 77 centimes per head. "Les dépenses générales annuelles du Pénitencier et le coût de la journée d'entretien sont indiqués au relevé qui suit; il est à remarquer que, dans le coût de la journée, se trouvent comprises non seulement l'alimentation, mais toutes les dépenses en général, telles que traitements des employés, entretien et réparation des bâtiments," &c.

954. Mr. *Fitzroy.*] All for 77 centimes per head per day?—So it appears by the table.

955. *Chairman.*] Is that from the report of M. Ducpetiaux?—It is from the report of M. Ducpetiaux in 1852.

956. Have you anything further to say with respect to this institution at St. Hubert?—The recommittals are very large; at first they amounted to no less than 32¼ per cent. of the whole number discharged, but during the last year they have diminished to 5 per cent.

957. How long has the institution of St. Hubert existed?—About 10 years. Out of the number of 839 who had been liberated, there were, on the 1st of December 1850, 271 recommitted, or about 32¼ per cent. The following observation is made by M. Ducpetiaux upon those that were liberated: "In order to save the young persons liberated from the dangers that threaten them, the administration has availed itself of all the means that were at its disposal, by precautions for sending the boys to their own homes, recommendations to the local and charitable authorities, and taking every occasion to place them in situations. Unfortunately, those means were not always sufficient; they were neutralised often by indifference; and in this state of things the administration thought it desirable to resume the work of patronage, as decreed by the royal decree of the 4th of December 1835, but which had not previously been regularly organised. In consequence, a new decree of the 14th of December 1848, was issued, instituting a committee of patronage in each canton, under the presidency of the *juge de paix* (the magistrate). This institution, which is quite a recent one, has not done everything that was required. Its task, with respect to adults, who are liberated, is surrounded with numerous difficulties that their zeal cannot altogether surmount. But, as concerns these children and young persons, the measures of the committee have not been altogether sterile, and during the two years that patronage has been exercised on behalf of the young persons liberated from the House of St. Hubert, there has been a considerably diminished number of recommittals. It has been shown, after a most careful inquiry, that out of 322 boys who left this establishment in 1849–50, there were, on the 1st of January 1851, only 17 in a state of recommittal. That is a little more than five per cent." I venture to mention this to the Committee to show the advantage derived from the *Comité de Patronage*

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Patronage. The subject of the per centages of recomittals appears to me to be very important, and I have before me a report made by the Minister of Justice of the French Republic for the year 1850 and I find that at Mettray, between 1842 and 1851, the recommittals amounted to 11 per cent. At Marseilles (I have not visited Marseilles, and therefore I do not know anything about it) they amount to 11 per cent. At Bordeaux, out of 465 liberations, there were, between 1841 and 1850 (that is, one year longer than the period which I mentioned with respect to Mettray), only 10 per cent., one per cent. less than at Mettray. At Bordeaux the separate system exists. I visited it in 1850, and was very much pleased with all its arrangements. It has one per cent. less recommittals than Mettray.

958. *Chairman.*] Are the institutions at Marseilles and Bordeaux reformatory institutions like Mettray?—No; they are institutions in connexion with prisons. They form portions of the prison establishments in those towns. At Strasbourg, out of 220 persons who were liberated, the proportion of recommittals was 10 per cent. At Toulouse (which I also visited, and was very much pleased with), from 1841 to 1850 it was 10 per cent. And at St. Hubert within these two years under this system, which is very analogous to that of Parkhurst, it has been brought down to five per cent. Probably the number of recommittals as years roll on will increase the per-centages.

959. Why do you suppose that?—Supposing that a given number of boys are liberated in one year, two years after that there will only be a small amount perhaps of those boys recommitted; but at the end of five years it will be found that there are an additional number recommitted to those who have been committed in the first two years.

960. I quite understand that the absolute number will increase; but you were speaking of the per-centage of the proportion of the whole number. Why should the proportion of recommittals be higher hereafter than it has been within the last two years?—The boys who do not fall into crime the first two years may possibly fall into crime in the third year, and the boys who fall into crime he third year swell the list of those who had fallen into crime in the first two years. The per-centage is calculated upon the whole number who have been liberated, not upon the number liberated annually.

961. Have you anything to add upon the effects of the institution at St. Hubert?—Nothing further.

962. Mr. *Adderley.*] Under what Government is that part of Luxembourg in which St. Hubert is?—Under that of Belgium.

963. And therefore the comparison is fair between St. Hubert and Ruysselede, being under the same government?—Yes.

964. One of those institutions being like Parkhurst and the other more like Red Hill, your conclusion is, that St. Hubert is the most successful in reforming the children?—I am disposed to prefer St. Hubert, as far as I know it, to Ruysselede, in that respect.

965. Are you quite sure that the department of prisons in St. Hubert is always a preliminary stage in the treatment of a child sent there?—I have already stated that, not having visited St. Hubert, I cannot speak positively; but from the report, I believe it to be so.

966. Lord *Lovaine.*] You mentioned the *frères*, when you were speaking of the prison at St. Hubert; are those members of religious bodies?—They are.

967. Mr. *Milnes.*] Were they *frères Chrétiens*?—I do not know; but they are ecclesiastical persons.

968. Lord *Lovaine.*] You spoke of 17 recommittals; do you know whether they are always recommitted to St. Hubert, or whether they are passed to the galleys, or other punishments?—They are recommitted to prisons generally, not especially to St. Hubert.

969. Then that number of recommittals is not to be understood as having been actually recommitted to St. Hubert?—No.

970. Mr. *Fitzroy.*] You mentioned three classes of those juvenile; are they associated together, or are they kept in distinct parts of the prison?—Not having visited the establishment, I cannot answer that question.

971. Mr. *Miles.*] In that report is there any account of the expenses, in a tabular form, so that we could see at once what the cost of the prisoners confined is, and what is the expense of the gaolers and all the attendants; if so, will you put it in?—I will give you a statement of the expenses.

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972. Mr. *Ball.*] I understood you to draw this distinction between St. Hubert and Ruysselede, that St. Hubert is mainly a penitentiary for young offenders, the other being chiefly a pauper establishment?—Yes.

973. Do you understand that the inmates of St. Hubert are persons sent there under judicial sentence for offences?—Yes.

974. And directed to be detained for a fixed period, or until they reach a certain age?—It varies. Some of the sentences are for fixed periods; others of the sentences are, so long as they shall be held to be children in the eye of the law.

975. Therefore the period for which they are kept does not depend upon their conduct while in the institution?—I should say not.

976. The classification depends entirely upon their conduct previously to their sentence?—Both their conduct previously to their sentence and their conduct in the establishment.

977. It depends upon the nature of the offence for which they were committed?—Yes; their *antécédents* is the term which is made use of in the report.

978. That of course includes the offence itself for which they are committed?—Certainly.

979. For good conduct, while in the institution, they are promoted from one class to a superior one?—Yes; there is a provision for that purpose in the rules.

980. Have you had opportunities of knowing something of the working of these societies of patronage in Belgium?—Only from the statements made in the report which I have mentioned to the Committee. The results are given in the report.

981. You know nothing of the organisation of those societies?—No, I do not.

982. Viscount *Drumlanrig.*] Have you any means of ascertaining whether the same remark which you made with reference to the establishment at Bruges, as to the absence of religious instruction, applies also to St. Hubert; or is there any difference at St. Hubert in that respect?—No.

983. *Chairman.*] You have directed your attention, with reference to the inquiries before this Committee, to practical suggestions for the improvement of our laws and institutions, as far as they regard juvenile offenders; will you go through them in your own order. What is the first suggestion that you would make to the Committee upon this subject?—I think it desirable to establish penal schools for the admission of all classes of juvenile offenders up to the age of 16. As transportation has ceased, the importance of dealing with all juvenile offenders has greatly increased; and it is necessary to tap the stream of pollution at its source.

984. Will you describe the kind of school which you contemplate?—One upon the view taken by Mr. Hill, the recorder of Birmingham, in his answer, No. 414; and his words are so much clearer than any into which I could put my ideas, I may be perhaps permitted to refer to that answer.

985. You adopt the answer of Mr. Hill upon that subject?—I do.

986. Have you a suggestion to make upon the subject of requiring the parents to contribute to the support of their children in these institutions?—In many cases it is desirable to make the parents contribute to the support of their children; but I would at the same time give a power to the convicting tribunal to amerce the district instead of the parents. My reason is, that cases will occur in which the parents themselves ought not to be liable. I can present to the Committee four cases, which came under my notice at Leeds, bearing upon this subject. The first was a boy, whom I found in prison there, aged 14; his father and mother were very respectable; they had other children, who were likewise respectable, although that boy had been four times in prison. He was then under a sentence of eight months. His first offence was taking a pie from a window, the second was for taking apples, the third for robbing a till, the fourth robbing a till. His father flogged him for being out at night; he slept in the market-place; he had been sent to school. I found him very intelligent, and he was very well behaved in prison. Now it is quite clear that this boy owed his misfortunes rather to his own bad propensities, and to the unhappy facilities given to him in the neighbourhood for indulging those bad propensities, than to the negligence of the parents. That is a case in which I think that the parents ought not to be compelled to contribute to the boy's maintenance.

987. You say that cases may occur in which there has been no fault on the part

part of the parents, and that where that is so, you consider that the parent ought not to be liable to pay those expenses?—I do.

988. So that an inquiry should be instituted, in your judgment, by the magistrate in each particular case as to whether there has been default on the part of the parent or not?—Certainly, and he should have the power of deciding accordingly.

989. You would give the magistrate the power of making an order upon the parent for the expense of maintaining the child, if he thought fit to do so?—Yes, or rather to the judge in assize or the recorder in quarter sessions.

990. And of abstaining from making such order, if he thought fit?—Yes.

991. You have spoken of amercing the district; what do you mean by that?—I think, in the first instance, the parish should be made to pay if the convicting tribunal should conceive that the parish was rather in fault than the parents?

992. Which parish?—The parish to which the boy belongs; but I would rather use the word "district," which might be applicable to a parish or to a larger district than a parish.

993. Do you mean the parish in which the boy resided?—Yes.

994. Would you have an inquiry as to how long he had resided there?—Yes.

995. Do you contemplate vesting in the magistrate a discretion to make an order upon the parish or upon the parent to pay the expense of the maintenance of the child?—I do.

996. And he is to institute an inquiry, and to have the discretion of making an order upon either the parent or the parish, or upon neither?—Yes, his inquiry would form the ground of his decision.

997. Have you considered the subject of requiring bail from the parent?—I have; and it appears to me that it would be very desirable that, when a boy is committed to one of the reformatory schools which I contemplate, the parents or others should have the power of liberating the boy, upon giving security for his good behaviour for a specified time, say 12 months.

998. Have you considered the principle of requiring the father to give bail for the future conduct of the child, as suggested by Captain Williams; have you read his evidence upon that point?—I have; and I agree generally with what Captain Williams has stated upon that point.

999. In your judgment, should there be one common arrangement and plan for the penal schools?—I would recommend it.

1000. Now will you state your plan for penal schools in detail?—I think it is most desirable that all penal schools, properly so called, should be under one particular plan. A uniformity of system is essential, and this principle was clearly defined before the Prison Discipline Committee, which sat in 1850. If it were otherwise, wholesome coercion could not be properly maintained; I think also that those institutions should be under the Government control; that they should make reports to the Secretary of State, to be laid before the House of Commons; and that they should not be left to the management of local or voluntary parties.

1001. Would you exclude voluntary aid altogether?—Entirely.

1002. So as not even to give any concurrent jurisdiction to voluntary contributors?—None whatever.

1003. You would have it entirely maintained by the Government, and exclusively under Government superintendence and control?—Entirely. I would draw a distinction between that which is of a penal reformatory character and that which is charitable, and keep them apart.

1004. It would be the Parkhurst plan, with extension?—Yes; permit me, however, to state the reasons why I would recommend them to be kept apart. I think that a sufficient distinction has not been drawn between the superintendence by Government officers, and the superintendence by persons who are not under Government. Now, I believe that the Government superintendence is most effective; in fact, we really all of us work in glass houses, everything that we do is known, and known thoroughly; and there is nothing that a public man dreads so much as a hostile inquiry by the House of Commons. That we are all liable to. It is only a person circumstanced as I am who knows actually what that responsibility is. Such is not the case with respect to establishments supported by voluntary contributions; they are under the management of those charitable persons who pay for their support. You may, to those charitable insti-

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tutions, send an occasional inspector; but I know from experience that he frequently sees only that which the man at the head of the establishment chooses he should see; the latter may make matters appear better than they are. Such is not the case with regard to Government institutions; besides, a man in charge of a Government establishment is absolutely responsible; a person in charge of a charitable institution is not so responsible, and does not feel himself to be so.

1005. Will you describe to the Committee the detail of your proposed arrangements?—I would adopt the Parkhurst plan, with an extension, to meet the cases of boys under 12 years old, convicted of a first or trifling offence. I would divide the establishment into three divisions. The first, or the children's division, for boys of and under 11 years; such is the extension to which I have alluded. There I would treat them as children. When I say 11 years old, I do not mean to bind myself strictly to that age; but I would place the inmates whose calibre of intellect and physical strength were about that mark in the first division. My second division should be a penal division. All boys of 12 (or even of 11, if they should be of indifferent antecedents) should pass through the penal division; which would be similar to the separate division at Parkhurst. Then I would have a third, or working division, to include the inmates who had passed through the second division. They should thus pass into a state of probation, and afterwards into a state of reward, as I have shown to be the case at Parkhurst.

1006. Lord *Lovaine.*] This third period is to be divided into three?—The third period would be divided into two; the third period would include boys who, having passed through the second division, would come into the period of probation. From that they pass into the period of reward, and exit, if they conduct themselves well.

1007. *Chairman.*] How would you finally dispose of the boys?—I would detain none after 18 years of age. I would allow all boys (except such as had committed great crimes) to be withdrawn on bail, giving security for 12 months. The well-conducted boys, or I may say the badged boys, I would endeavour to apprentice without bail. I would permit the same class of boys to be emigrated by their friends without bail. But the great difficulty would be with regard to the well-conducted lads without friends, and I scarcely know how to meet such cases.

1008. Has any suggestion occurred to your own mind upon that subject?—A great many. I have turned the subject in my mind in a variety of ways, but I have not been yet able to meet the difficulty with a practical remedy. I may advert to what I have stated with regard to the gratuities given at Parkhurst; those gratuities, as a matter of course, would form part of my proposed system; and if boys conducted themselves well, they would be entitled to gratuities for their labour. Those gratuities would do something for the boys, but not sufficient to meet the condition in which unhappily they would be placed.

1009. At the age of 18 they would leave?—I do not think it would be right to keep them after 18.

1010. Whether provision had been made for them or not, it would be part of the system that they would have to leave the institution at 18?—Yes.

1011. Viscount *Drumlanrig.*] From your experience of that class of well-behaved boys without friends, can you state what per-centage out of a hundred they would be likely to be?—No; no return that I have seen gives anything like an approximation to the number. I am perfectly satisfied of this fact, that the systems that have been proposed for the reformation of these children, are all good in themselves, one a little more, another a little less so; but the real difficulty arises when they are thrown upon the world, and have to shift for themselves without friends, and without anybody to look after them. With respect to boys that have been guilty of great crimes, or who have not been sufficiently long under the system to establish a good character, and are too old to be retained, I would send them to the public works as convicts, according to the sentence which had been originally passed upon them. Really incorrigible boys I would deal with upon conviction at sessions or assizes, and make them liable to punishment as felons, according to the degree of their offence.

1012. Sir *J. Pakington.*] In considering the plan which you have now detailed to the Committee for penal schools, have you considered how you would dispose of boys committed for trial for grave offences, assuming that they are not bailed during the period which elapsed between committal and trial?—I would

would send them to prison as they are now sent. Most of the prisons with which I am acquainted have arrrangements for separating the boys during that period, and when such is the case I do not conceive any mischief could arise. I would send them to prisons where the separate system exists.

1013. You would not send them to your reformatory school?—No, not before trial.

1014. On what scale would you contemplate the establishment of those penal schools?—About 600 boys in one establishment.

1015. I understood you to say that you think it very important to draw a broad line of distinction between boys who have been actually criminal, and boys who are merely vagrant and destitute, and likely to be criminal?—Yes.

1016. You would send to these penal schools only boys who have actually committed crimes?—Only those who come under the operation of the law. I am disposed to think that, in addition to summary conviction for a short period, say two months, it would be desirable to permit the justices to commit such offenders for a fixed period of 12 months, to an establishment such as I have indicated.

1017. I will take that part of your answer first which refers to the boys summarily convicted by justices; do you mean that you would recommend that the justices should commit to the penal school for the definite period of 12 months?—I do; they should have the power of doing so.

1018. Would it not be better that there should be vested in the justices by any Act of Parliament which might be passed in contemplation of these establishments, a discretionary power with regard to the period for which they would commit to the penal school?—No, I do not think that would work well; I think then that you would have justices, in different parts of the country, treating in different ways the juvenile criminal population who committed the same offences.

1019. The question to which I rather wish to lead you is this, whether you think it would be desirable that there should be a discretion vested in those who have the management and control of these penal establishments, with regard to the period for which a boy should be detained there?—No; the period should be regulated.

1020. Have you considered that question?—I have. For offences involving summary conviction, I would limit the period to 12 months; but for offences tried at assizes and sessions, I would commit the boy to the reformatory till he reached the age of 18, irrespective of his age when he committed the crime, provided he was under 16. I would then give the power of bail. I would give, too, the power of emigration and the power of apprenticing, at the discretion of the authorities; but not otherwise to remove the boy until he came to the age of 18.

1021. Does your experience of Parkhurst lead you to the opinion that some boys are reformed, by the process adopted there, at a much earlier age than others are?—Yes.

1022. Do not you think it would be desirable, even in the case of boys committed by courts of assize or courts of quarter sessions, that there should be a power given to those who conduct these penal schools to place those boys in service, or to set them free to earn their livelihood, if they are satisfied of their reformation and of their fitness for such a change?—I think that any discretion of that sort should be extremely limited, and should not extend to setting them free without some well-grounded guarantee that they could earn their own livelihood.

1023. Do you think it would be prudent to keep boys as late as the age of 18 at these penal schools?—I think so.

1024. You would not be satisfied to draw the line at 16?—No, I should not; I would rather keep them to 18.

1025. In the case which has given you so much difficulty, namely, the case of a well-conducted boy without friends to whom to return, do you think there would be any difficulty in adopting a system under which the managers of the penal school might stand to that boy in the place of friends, and provide honest service for him after he left the establishment?—I think possibly it might be done; but I am not aware of any machinery at present existing to effect that object.

1026. You expressed yourself as being favourable to the principle of making parents pay for the maintenance of their children when they ought morally to do

do so; but you stated that in cases where parents either were unable to pay, or were, morally speaking, not in fault, and therefore ought not to be called upon to pay, you would amerce the district?—Yes.

1027. Will you explain to the Committee how you would propose to carry out the plan of amercing the district?—I would charge the boy's maintenance to the parish.

1028. To what parish?—The parish of which the boy was a parishioner; in which the boy had a settlement.

1029. Supposing the boy committed a crime in London, and that it was found, upon investigation, that his settlement was in Yorkshire, would you amerce the parish in Yorkshire for the crime committed in London?—I would give a power to do so.

1030. You would have this plan of amercing the district to be entirely discretionary, either to the magistrate or to the court?—Yes. I would first of all come upon the parents; failing the parents, I would come upon the district.

1031. Do not you think that in many cases any such plan for amercing the parish might lead to great injustice and to great consequent discontent?—Not if the magistrates were to do their duty.

1032. On whom would you impose the responsibility of ascertaining the settlement of each of these boys?—I conceive that the magistrates would make necessary inquiry. I believe that, in many instances, they would fail in ascertaining the settlement of the boy, and then they must treat the boy according to the circumstances.

1033. Are you aware that under the existing law the question of settlement is a very constantly litigated and disputed question; and would you recommend that each of those cases should be carried for trial to the sessions if necessary?—I am not sufficiently acquainted with the working of the poor law or the distinctions of settlement to give such information as may be desirable upon that question; but I think that the locality should be made answerable, when you cannot come upon the parent.

1034. Mr. *Adderley.*] Your primary object is to charge the cost of the child's maintenance in this reformatory institution upon the parent; and that failing, would it not meet your object that the cost of the maintenance of the child in the institution should be chargeable upon the same fund upon which the cost of the same child in prison upon the present system falls?—I should answer generally, yes.

1035. You have not clearly made up your mind upon what fund, failing the parents, the responsibility of the cost of the child should fall?—I have not; that part of the subject requires more consideration than I have as yet been able to give it.

1036. Have you well considered the point whether the respectability of the parent of the juvenile criminal should release that parent from the responsibility of his maintenance?—It should.

1037. Upon what ground would you say that a respectable parent should be liberated from the responsibility which a vicious parent would incur?—If it could be shown that the parent had exercised every reasonable care over the child, I think he should be exonerated from that liability.

1038. Are you prepared to say that if a respectable parent is unsuccessful in keeping his child well conducted, the ratepayers should be liable to undertake that parent's duties?—I think so,

1039. Are you aware that in America and in some continental countries, when a child has proved unmanageable by his parents, he is by law, at the request of the parent, admissible into a reformatory institution?—I have understood so.

1040. Is that the principle and plan which you suggest should be adopted into the English law?—No.

1041. What is the difference between the two?—I would not change the law as it now stands in that respect.

1042. Will you distinguish between the system of allowing the parent to send a child on the charge of stubbornness to a reformatory institution, and the plan which you now suggest with respect to the unmanageable children of respectable parents in England?—I would not send the child to a reformatory institution unless he came under the operation of the law. I am not inclined to recommend the State to step in between the parent and the child, at the request of the former, so as to relieve him from the responsibility nature has assigned to him.

1043. Under

1043. Under the system which you propose, what is to become of the class of children who are described as vagrants and mendicants; such as are sent to Ruysselede?—I should be very glad to see those cases met under the present ragged school plan; but with respect to ragged schools, I am not sufficiently informed to give the Committee any information or opinion which they would think useful.

1044. Then I understand, that according to the plan which you suggest, there would be three classes of treatment of children, in this way: that the simply mendicant and destitute would go to ragged schools, and that those who had come under the jurisdiction of the magistracy would go to the reformatory schools, and that those who had been guilty of more serious offences or were incorrigible, should go to actual prisons?—Yes.

1045. Would all the children in the reformatory schools, according to your plan, deserve strictly penal treatment?—I think they would deserve the treatment which I have indicated.

1046. Which is penal?—Which is penal, except for boys under 12 years old.

1047. Supposing such a reformatory school as you suggest, and a ragged school such as you suggest, existing together in the same locality, which of the two do you think would be likely to afford the best education?—I think the penal reformatory school which I have mentioned.

1048. Why do you think that the penal reformatory school would, in all probability, afford the best education?—For the reasons which I have given, that the system throughout would be universal, and the persons in charge of it would be more responsible than other persons would be for carrying into effect the reformation of the boys and their general education.

1049. It would be under better management, and upon a better system?—I think so.

1050. Do you see no objection to pauper destitute children, according to the plan which you have suggested, receiving an inferior education to that given to the criminal children of the country?—I would endeavour to make both schools as perfect as possible, but I would keep them apart; I would treat the criminal boys in the way which I have mentioned; but I have not addressed my attention to the subject of ragged schools sufficiently to speak positively upon the subject.

1051. Do you consider that, with strictly penal treatment in the reformatory schools, as you propose them, you would get a proper educatory influence over the children, on the part of the masters of such schools?—I do.

1052. Would the master of such a school at all attach the boys to him, or win their confidence in him?—Sufficiently so for all good purposes.

1053. You object to any portion of the managament, control, or support of these reformatory schools being voluntary or charitable?—I do.

1054. Would not the Society for Patronage which you suggest be, to a certain extent, a voluntary body?—It would be so; but its influence would be brought to bear after the boys were liberated from the institution, without having any control whatever over their management when in the institution.

1055. Then you would not allow even a voluntary body to visit those institutions?—I have no objection to people visiting them; I think persons going to these institutions and seeing what is going on is always useful, provided they do not interfere.

1056. But in your reformatory school, as I understand, you make a great separation between the first department, which would take boys under 12 years of age for first offences, and the second department, which you call penal, for those of 12 and above, as having committed more than one offence. What is your objection to that separation extending to an absolute separation of the institutions for those two different classes?—I think it better that the boy's detention should commence and end in one place. I would not have the two classes in separate localities; I would keep them under the same roof.

1057. Do you consider that those boys under 12, when sent only for first offences, are so distinct from the destitute classes who have been called "Arabs," about our towns, that you would make such a difference between them as to send the one to the ragged school and the other to the reformatory school?—I would send the one to the reformatory school; I would be glad to see the other met by charitable institutions with which the Government should not interfere.

1058. Upon what principle is it that you say that after the age of 18 you would

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would no longer treat boys as prisoners?—I think at that age they should be obliged to shift for themselves.

1059. When you propose committing boys to these reformatory schools, at whatever age they become criminal, up to the age of 18, does not such a proposition proceed more upon the principle of supplying education to boys than of supplying punishment? Taking the idea of punishment, is there not an inequality in that treatment?—There is an inequality in the degree of punishment, according to the nature of the crime; and I acknowledge that in the institutions such as I have indicated the punishment for one offence would not be greater than the punishment for another offence. Yet I think that, upon the whole, the object of reform would be best met by making the treatment alike.

1060. Does it not strike you that, looking at it as punishment, there is great inequality in that treatment; but that looking at it as supplying education, the idea is natural enough?—Yes, as regards education it is so.

1061. Does it not rather disclose to your mind that the principle of the institution should be educatory, and not penal?—The two should be combined; but it should be more educatory than penal.

1062. Does not this particular point of the variation of the term, where the criminality is the same, belong to a system of education, and not to a system of punishment; your proposal being that the term should be variable up to the age at which the boy is able to manage for himself?—It is rather educatory than penal.

1063. Do not you think that, with a less penal system, you would have a better supply of friends for the boy at the end of his term than, according to your plan, you seem to contemplate?—I must acknowledge that I think that probable.

1064. Do you not consider that the strictly penal principle of your system is rather the cause of your not knowing how to deal with the boys at the end of their term?—No; I think the two questions are separate; the treatment of a boy while he is in confinement is a very distinct matter from what is to be done with him when he has passed out of confinement.

1065. Do you not think that when a boy comes to the age of 18, having been in a place of education where the head of the establishment was in the relation of a friend and a parent to him, and where voluntary bodies had visited and taken an interest in him, you would have less difficulty in making provision for him at the end of the term than you would have in the case of the Parkhurst system, such as you have stated?—Certainly.

1066. Mr. *Headlam.*] You stated the principle that you would charge the parents or not, according to the default they had made in the treatment of their children, and that the parents should only be charged in the event of there appearing before the magistrate to have been some great negligence on their part?—The parent should be obliged to prove that he has taken every precaution to prevent the child falling into crime; I would throw the onus upon the parent to prove that, rather than upon the other parties to prove that the parents were guilty.

1067. In the event of their proving that they had taken every reasonable precaution to prevent crime being committed by the child; and in the event of its also appearing that the parents were perfectly competent, as to their pecuniary circumstances, to maintain the child, would you, under those circumstances, relieve the parents from the maintenance of the child?—I would if they had taken every reasonable precaution.

1068. Even supposing they were capable, from pecuniary circumstances, to defray the expense?—Irrespective of their ability to contribute to the boy's maintenance.

1069. With respect to the parish, I understood you to say something with respect to charging the parish or district where it had been in default; did you mean that the decision of the magistrate with respect to so charging the parish or district should depend upon any misconduct or negligence or omission on the part of the district or parish, or that it should merely depend upon the absence of the power of the parent to maintain the child?—First of all, upon the absence of the power of the parent to maintain the child, I would throw it upon the district; and secondly, if the parents were not to blame, I should take it for granted then that the locality was to blame, and therefore I would throw it upon the locality.

1070. Then

1070. Then in the case which I put just now, where the parents had taken every reasonable precaution to prevent misconduct on the part of a child, under those circumstances you would throw it upon the district, without any regard to any misconduct or negligence on the part of the district?—Yes.

1071. With respect to the length of stay of boys in the establishment, I understood you to say, that with respect to the badly conducted boys, after they had attained the age of 18 years you would send them to some convict establishment?—Only if they are ill-conducted.

1072. Would you send them, in consequence of misconduct in the establishment, to a subsequent place of punishment without any trial taking place?—I would; it would be sufficient for the managers of the institution to give a certificate, that the boy was an ill-conducted boy, in order to place him in the position that he was in originally of a person convicted of having committed an offence.

1073. Then the punishment which they would undergo after the age of 18, would be just the same as if they had had no period of punishment in the interim between the conviction and the attainment of the age of 18?—Yes.

1074. Is not it rather contrary to the usual principle of the law, that a mere certificate of bad character should subject him to double punishment; first, the period during which he has been in a penal establishment, and, secondly, a period of confinement in a convict establishment afterwards?—No, I think not; because I assume while the boy has been in this establishment he has been well treated; he has had great advantages, and I should be very sorry to find that an ill-conducted boy had been sent out into the world, as if he had been a well-conducted boy. If an ill-conducted boy departed from the establishment perfectly free, it would be, in point of fact, a premium upon crime. Persons would be glad to induce their children to commit petty offences in order that they might be committed to an establishment of this description, if those that were ill-conducted were treated in the same way as those that were well-conducted.

1075. With respect to boys convicted of offences, now liable to summary conviction, you stated that they should be sent to your establishment for the period of one year. In those cases would you allow a discretionary power to the governors of the institution, or to any other authority, to discharge them before their time?—Upon bail. The reason why I would make it a limited period of one year in respect of such crimes as are now visited with summary conviction is, that I should not like to place at the disposal of petty sessions, or a couple of magistrates, so great a power as that of committing a boy from the age, say of 11, or 12, or 13, up to the age of 18.

1076. With respect to a boy committed for a definite period; in the event of his misconducting himself during that time, would you give the establishment any power of retaining him after that year?—I think not.

1077. Mr. *Palmer.*] With respect to your proposition of amercing the parish or district; upon what principle do you think the parish could be justly charged with the maintenance of a juvenile delinquent who may have committed some offence which would subject him to punishment by the magistrates at petty sessions or quarter sessions?—Perhaps it would be sufficient if I give a case showing the principle upon which I would act. I found at Leeds, in going through the history of the juvenile prisoners, that most of their offences were connected with the market being open at night; with the opportunities which the boys had of going to casinos, and with the number of small rag and bottle shops in the town. Hence, in a case of that sort, the crime of the boy should be visited upon the locality.

1078. Then you refer to cases such as Leeds, and populous places where those opportunities of committing offences arise, exist, and where you think that the constables or magistrates should have taken care that those opportunities were not afforded by putting those things down?—Yes.

1079. How would that apply to country parishes where no such cases can by any possibility arise?—I have heard of instances of country parishes having neglected their duty to a great extent also; country parishes very often fail in providing proper schools and proper tuition for the boys.

1080. Do you think it is binding, by the law as it now stands, upon a parish or district, as such, to provide schools or tuition for the children born in the parish?—Certainly not by law; but I think they are morally bound to provide for the education, and for the bringing up of the children.

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1081. Perhaps you might have formed your judgment upon this principle, which no doubt is the law now, that the hundred is liable in certain cases for damage done by means of riots and disturbances within it; have you upon that account supposed that the parish is liable for the commission of offences of a minor character?—The term I made use of was "district." As I stated, I am not sufficiently acquainted with the subject to say as yet what particular district I would amerce.

1082. What control do you suppose the parish, as such, to have over the children living within it?—I do not mean to convey the idea that the parish has or is to have a particular control over the boys by law; but if in a district there are, as I have stated there are in Leeds, certain nuisances which lead to the demoralisation of the young, I assume as a matter of course that that district should be made liable, so far as money goes, for their delinquencies.

1083. With respect to the power which you would propose to give to magistrates, which I understand you to mean in cases of summary convictions of parties who were brought before the petty sessions, or in some cases before a sitting magistrate, you would give the magistrates the power of committing the prisoner, if he thought him guilty of the charge, to one of these reformatory schools, from the period of life, whatever it was, of the party so brought up before them up to the period of 18 years of age?—No; in the case of crimes which are now punished by summary conviction for 12 months only.

1084. I understood you to say that you would give the power to the magistrates to commit a boy to one of those penal schools up to the period of 18 years of age?—I would give that power only to justices at sessions and assizes.

1085. But to magistrates you would give a power of sending boys to these penal schools only for a period of twelve months?—Yes.

1086. To justices at sessions and assizes you would give the power of sending boys to these penal schools from the period of life, whatever it was, that they might happen to be when they were convicted, up to the period of 18 years of age?—Yes.

1087. You stated, in answer to a previous question, that after the termination of the legal imprisonment of these parties, supposing it were made legal, you would have great difficulty in disposing of them afterwards, that is, after the period of 18 years of age?—Yes; there would be great difficulty.

1088. What power would you give of dealing with them when their legal imprisonment had expired; would they not have the power of going where they liked?—I contemplate the boys being well conducted.

1089. But assuming that they are not well-conducted up to the term of their imprisonment, what power do you contemplate having over those boys after the period of imprisonment has expired?—In that case the original sentence should come into play, as is the case under the law applicable to Parkhurst. At present, if a boy were sent to Parkhurst under a sentence of transportation, and during the time he was there he conducted himself in such a way as to be deemed incorrigible, he then, notwithstanding the period which he passed in Parkhurst, would be liable to be transported under his original sentence. For instance, if after six years he is deemed to be incorrigible, it is in the power of the Secretary of State to direct him to be transported for seven years, thus extending his whole punishment to 13 years, instead of seven years, which I assume as his original sentence.

1090. Mr. *Headlam.*] You contemplate then the sentence of the court to be not a sentence to this penal establishment until the boy shall arrive at the age of 18, but you contemplate in the case of a sentence like that of transportation for seven years, or some sentence of that description, that the confinement in the penal establishment should be previous to the infliction of the sentence pronounced by the court?—I contemplate the sentence for the particular crime to be combined with an order for committal to this reformatory school.

1091. Supposing a boy is brought up and convicted of some crime before the assizes, what do you conceive the sentence of the court would be?—I imagine that the prisoner should be sentenced to a certain term of imprisonment, say six months, together with an order for his being committed to this reformatory school; at the end of the time, if the boy was well-conducted, the sentence would be remitted, but if he was ill-conducted he would have to undergo the sentence of imprisonment for six months awarded for his crime when he was originally committed.

1092. *Chairman.*]

1092. *Chairman.*] Is not this the system under the Parkhurst Act, that the court pronounces a sentence of seven years' transportation, and there is power then given to the Secretary of State to commute that sentence, by sending the party convicted to Parkhurst; but if he is ill-behaved there, then the original sentence of seven years' transportation attaches to him at the termination of his detention there, and is carried out?—Yes, that is practically the way in which it is carried out.

1093. Mr. *Fitzroy.*] Do you contemplate a definite sentence of detention being passed upon a boy in one of those establishments, or do you contemplate passing a sentence of either transportation or imprisonment which is to be commuted into a detention at one of these establishments?—I contemplate a definite period of detentionof 12 months, as regards those prisoners who are sentenced for crimes which are now punished by summary convictions. In other cases, I contemplate a sentence being passed, which sentence shall come into operation at the end of the prisoner's detention, if that prisoner be ill-conducted during the time that he is in the establishment.

1094. Take the case of a youth not summarily convicted at the age of 17, would you put him in the same position, at the end of one year's detention in this establishment, as a boy who was summarily convicted?—I do not contemplate taking into those establishments any person above the age of 16.

1095. Mr. *Miles.*] I hold in my hand a return of the number of criminal offenders, male and female, under 17 years of age, who have been convicted at assizes and sessions, and summarily, in England and Wales, with their sentences of imprisonment and transportation, from the year 1847 to the year 1851, inclusive, commencing and ending in the Michaelmas of each year. This is from Mr. Williams, the inspector of prisons; and he gives at the end a table of the annual mean, and I find, looking at the total number of children under the age of 17 that have been convicted annually, there have been 11,794 sentenced to different periods of imprisonment; that out of that number about 9,666 have been summarily convicted, and that by far the greater portion of those persons so summarily convicted have been sentenced under three months' imprisonment; do not you think, first of all, that it would be a very great stretch of power if you took those children who had been summarily convicted, and who possibly may have been caught in the first offence, stealing an apple or an orange, and sent them at once to this penal school for 12 months?—No, I do not, because it will be remembered that a portion of the plan is to allow the parents or other parties to bail out the child and becoming answerable for their good conduct.

1096. But may there not be an immense number of those children who become thieves through the ill usage of parents, and from total destitution, being the children of second marriages, or being orphans?—There are an immense number of those children, and I think one advantage of what I propose is, that those children would be provided for; it is a charitable way of meeting their wants.

1097. But still it appears from your evidence that the magistrates before whom these last large numbers, supposing them to continue as large, would come and be summarily convicted, would have no power of doing anything with them but committing them for 12 months; whereas the judge or bench of magistrates at quarter sessions would have the power of convicting them for either 12 months or for four, three, or two months; and should not the fact of the one party being convicted for felony, and the other being convicted for some trifling larceny, make a great distinction as to the punishment?—Yes; but I think I have made a difference in the punishment, by according to one set of crimes detention for 12 months, and to another set of crimes a longer detention.

1098. Then you would require the judges to sentence these parties to a much longer period of imprisonment than they do at the present time?—A judge we will say sentences a boy to imprisonment for 12 months; but at the same time gives an order that the boy be sent to one of these reformatory schools; if at the end of the time the boy is reported to have conducted himself well, the original sentence will be blotted out; but if he has not conducted himself well, then he must undergo the sentence passed upon him.

1099. Suppose the judge sentenced a boy to only two months' imprisonment, what would occur?—The same would apply.

1100. Then the longest period for which the prisoner would remain, either in

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the prison or the reformatory school, would be two months?—No. I contemplate the discharge of the prisoner at 18 years of age; and I contemplate the admission of the prisoner at an age under 16. Hence, if at the age of 16, or a little under that age, a prisoner were, as you suppose, sentenced to two months' imprisonment, he would remain in this place of detention for two years, and afterwards he would have to undergo his two months' imprisonment, if he had conducted himself ill; but at the end of the two years he would receive no further punishment if he had conducted himself well.

1101. Do not you think that that would be a most extraordinary principle to introduce into the law, and directly adverse to what is now going on at Parkhurst?—The Honourable Member will, I trust, not forget that I have left it discretionary to the judge to commit to this reformatory school or not.

1102. But you have not left it to the discretion of the magistrate; you require him to commit for 12 months to this reformatory school?—I do not allow any discretion to the magistrate as to the term in respect to summary convictions, but I do give him a discretion whether he shall send the boy to this reformatory school or not.

1103. Mr. *Adderley.*] Then the discretion given to the magistrate is the same as that which is given to the judge, whether to use this penitentiary school or not?—Yes.

1104. Mr. *Ball.*] You are aware, though you do not know the provisions of the law as to the terms of chargeability, that at present, destitute persons, of whatever age, are relieved at the cost of small districts, either the parish or the union of parishes; and it is your opinion, that should a destitute juvenile become also a criminal, the district which otherwise would have been chargeable with the cost of his maintenance should not be relieved from that cost?—Exactly.

1105. And therefore, without entering into the detail of the precise mode in which that should be adjusted, you propose that the chargeability in the case of a juvenile criminal should affix, just as it would have attached if the child had been merely destitute?—Yes.

1106. *Chairman.*] That is to say, the district would have to pay for him in prison, which would have had to pay for him out of prison, if he had been merely destitute?—Yes.

1107. Mr. *Ball.*] Under the power which you propose to give to magistrates at petty sessions of committing, if there were no such provision as you suggest, the ratepayers of the district would profit by young persons in their district, who were guilty of slight offences, being sent to those establishments for 12 months; inasmuch as not having parents to support them, they would, if they were merely destitute, probably become inmates of the workhouse, and in that case would be chargeable to the ratepayers of the parish or district?—Yes.

1108. But under the provision which you propose to introduce of charging upon the district the cost of maintenance of persons summarily convicted and sent to this reformatory school, you take away the direct interest which the ratepayers of the district would have in removing them from the district, and sending them, under summary convictions, however slight the offence, to the reformatory school?—Yes.

1109. The process which you contemplate in that school involves, as I understand, first, a period of penal detention, and, secondly, one of probation, accompanied with some kind of rewards?—Yes; as regards boys over 12 years, it is to be a penal as well as a reformatory process.

1110. Is it your opinion that a period of 12 months is sufficient to effect anything material in the way of reform or improvement with one of those boys?—It will do something; it will not do so much as if he were detained longer; but the reason I limit it to 12 months is, that I do not wish to give so great a power to magistrates in petty sessions or in quarter sessions as I would give to a judge or recorder.

1111. But suppose the case of a child having no parents to support him, it is a benefit to such a child to be maintained in such an institution as you contemplate, rather than be left unprovided for?—Yes.

1112. Then your object in limiting the period to 12 months is not the benefit of the child?—No. I am afraid to give to such a tribunal as I have described a power of sending a child to this reformatory establishment for a longer period than 12 months.

1113. Even though accompanied with the chargeability which would fall on the

the district that committed the child, and which might operate as a check?—That might operate as a check; but suppose a very young boy, say 11 years old, were caught snaring a hare, brought up before country petty sessions, and convicted. I think it would be monstrous that the petty sessions should be empowered to send a child of that age, convicted of such a crime, to this establishment, there to remain till he was 18 years old.

1114. Mr. *Palmer.*] You were asked whether the parish or district was not bound now to provide for destitute children, and you said they were; but, assuming the case of a criminal not being destitute, and therefore not chargeable to the parish, would you under those circumstances still think that the parish ought to be liable for the support of such a criminal, sent from it to this establishment?—If the parents neglected their duty, they would be responsible.

1115. But, assuming that the parent is unable to find the money which you say ought to be charged, and yet that the person is not destitute, and therefore not chargeable to the parish, you still think the parish ought to pay for his maintenance in this establishment?—I cannot assume that the boy is not destitute if the parents are unable to pay for his maintenance.

1116. Mr. *Fitzroy.*] You stated that you would never make the parents pay if they had taken pains with the education of the children; take the case of a child belonging to respectable parents who are able to maintain him, as in the case you mentioned, at Leeds; if the child became a criminal, would you make the parish liable for the expenses of that child, though before he became criminal he was not in any way chargeable to the parish?—Yes, I would make the district, as I said before, answerable.

1117. Even though the parents were able to maintain the child?—Yes; I regard the district as being criminal, and not the child.

1118. Lord *Drumlanrig.*] Supposing you find, after a strict investigation, that the parish has done its duty to the child, and that the child is still a criminal, you say you would not go upon the parish, supposing there was nothing chargeable against the parish?—In that case, there are only two parties to proceed against; you cannot proceed against the child, and therefore you must proceed against the district. If the parents of the child are exonerated by having taken care of the child, then I would come upon the district.

1119. Whether they had done their duty or not, would you come upon them? I presume you would not come upon the district if they had provided schools; if it were proved that the district had done its duty, would you come upon the district?—Yes.

1120. Then in any event you would come upon the district?—Yes.

1121. *Chairman.*] I believe you are desirous to give to the Committee some information upon the subject of the expenses of establishments of this kind?—Yes; it occurred to me that in the first instance it would be desirable to have four of these establishments for the whole of the country; I would provide one for Scotland, one for the north of England, one for the neighbourhood of London, and one for the West of England. I propose that each should hold 600 inmates; therefore it is quite clear that I do not at first deal with the whole extent of the juvenile criminal population, but only a small portion of them. If I recollect rightly, according to the last returns that were published, there were rather more than 15,000 juvenile prisoners in prison, but at present my scheme extends only to 2,400. Of these establishments with 600 in each, I take it the cost will be as follows:

	£.
Buildings (each)	15,000
100 acres of land (each)	5,000
£.	20,000

	£.	s.	d.
20,000 *l.* at 3 ½ per cent. per annum = 700 *l.*, or per boy	1	3	4
Expenses, as at Parkhurst (adding 600 *l.* for repairs, &c.)	18	11	8
Central management, inspecting, &c., 360 *l.*	–	12	–
Apprenticing, emigrating, &c. 200 boys annually, at 12 *l.* each, 2,400 *l.*	4	–	–
Contingencies, say	–	3	–
Entire Cost per Boy per Annum £.	24	10	–

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Which, if I recollect rightly, is about the sum Mr. Sydney Turner mentioned as what would be the cost in his estimate. The Committee will have presented to it, at a future time, the cost of 115 boys who were committed to Leeds prison in one year.

1122. Who is going to present that?—Mr. De Renzi. In the Leeds borough gaol there were committed in the year beginning October 11, 1847, and ending October 10, 1848, 115 juvenile offenders under the age of 17 years. Their total cost from the time they were first brought into prison until the present time has amounted to the apparently enormous sum of 8,222*l.* I have had a good deal of conversation with Mr. De Renzi on this subject. I have gone through his items, and I believe he is quite correct in them. The cost per head of those boys is 71*l.* 10*s.*; but, excluding the boys who were only committed to prison once, the cost per head is 100*l.* 15*s.* 2*d.*

1123. Mr. *Ball.*] For what period?—From the time they were first committed until the present time, or, at least, to within the last two months; it includes all the expenses connected with them during the time they were

1124. *Chairman.*] Assuming Mr. De Renzi to prove that by and by, will you institute a comparison between that cost and the cost which would be increased by carrying out your system?—The probable expense of 115 boys committed under the arrangement which I propose, at 24*l.* 10*s.* per head, would come to 2,817*l.* 10*s.* Assuming that one half of the number of boys were not bailed by their friends, and that three years was the average period of detention previous to emigration, the total sum would be 4,226*l.* Now the cost, by Mr. De Renzi's calculation, is 8,222*l.*, leaving a difference in my favour of 3,996*l.* upon the 115 boys.

1125. Do you wish to add anything upon the subject of expenses?—No.

1126. In what situations would you think it most desirable to have those establishments placed?—In convenient situations with reference to the criminal population. First of all, there should be one in Scotland; secondly, one in the north of England; thirdly, one in the neighbourhood of London; and fourthly, one in the west of England.

1127. Would you have them in towns or in country situations?—In most cases country situations would be better than towns, but they should be near to a railway, for facility of removal; for instance, I do not know a more suitable place for such a purpose than Normanton.

1128. Is there not an advantage in the country in this respect, that it affords a better opportunity for industrial occupations?—Yes, but then you may get too far into the country in respect of markets.

1129. Parkhurst has the advantage of being in a country situation?—Certainly a country situation is greatly preferable to that of a town.

1130. Lord *Drumlanrig.*] Would it not make a great difference in the purchase of the land if it were in the country?—Certainly.

1131. Sir *W. Jolliffe.*] This plan of yours contemplates that you take into these four schools 2,400 boys?—Yes.

1132. And that out of an average criminal class of juveniles which amounts to 15,000?—Yes.

1133. Do you propose this as the remedy for the evil, or do you propose it merely as a trial, to see how the evil is to be remedied?—I propose it in the nature of a trial.

1134. You give an estimate of the expense of colonizing 200 annually?—I propose to take 200 annually from each school.

1135. Therefore to this class there would be applied a remedy, as far as regards 800 from the four schools being provided for every year, you contemplate that 200 would be sent away from each school, which would absorb 800 from the four schools?—Yes.

1136. But that would be only 800 out of the criminal class of 15,000?—Yes.

1137. Therefore, it would be only in the way of experiment, because it would be a mere drop in the ocean as a remedy for the evil?—Quite so; it appears to me that in all these matters one must not go too far at first. You can only by trial find out what is best to be done, and therefore, I have proposed that there should be four schools, to see how they work. The expense would not be enormous even if the experiment failed; and if it succeeded, it would be very desirable to follow it up.

1138. Mr.

1138. Mr. *Miles.*] According to the evidence you have given us, in carrying out this system you propose to deal not only with those juvenile prisoners who have been convicted at assizes and sessions, but also with those summarily convicted; how is it possible, in schools containing only 2,400, to deal at all generally with those convictions to which I called your attention before, it appearing that upon an average of five years, there have been 2,126 convicted at sessions and assizes, and an annual average of 9,668 convicted summarily, making a total of 11,794, leaving out altogether transportation; how, therefore, would schools only holding 2,400 enable you in any way to carry out the system which, in your previous evidence, you have recommended?—What I recommend would be only the commencement of a system. I am aware the four schools which I have recommended can by no means meet the exigencies of the case.

1139. Would it not be safer, supposing your recommendation to be carried out, to try the reformatory system, in the first instance, only upon those who have been convicted at assizes and sessions, amounting to 2,126?—I think, upon consideration, it would. In compliance with your suggestion, I would therefore recommend that in the first instance the criminals sent to these reformatory institutions, should be confined to those who were specially recommended by recorders and judges.

1140. Mr. *Fitzroy.*] You have had some experience with respect to the building of prisons, and have some knowledge of their cost; will you be kind enough to tell the Committee what is about the average cost per head of prisons now existing?—I do not know that I can tell you the average cost per head of prisons, because they vary so much.

1141. What is the lowest cost per head which you have known to be expended in building a prison?—The prison that has just been completed at Portsmouth has been built at an expense of about 12 *l.* 10 *s.* per cell.

1142. Mr. *Adderley.*] What sort of prison is it?—It is for adults; the cells are divided by corrugated iron.

1143. Does 14 *l.* a cell cover the whole expense?—About 12 *l.* 10 *s.* per cell covers the cost of the building in which the prisoners are confined; as I made out the estimate with the clerk of the works, who was engaged in superintending the building of the prison.

1144. Mr. *Fitzroy.*] You are aware of the circumstances of that prison, and that the inmates are not permanently kept in it, but that they only pass the night there, and that therefore the cells are small?—The cells are small, but they are of a sort that I would recommend to be placed in such a prison as I have intimated; indeed I do not think it would be necessary to have the cells quite so large.

1145. Do you know what the material used is?—The cells are separated from each other by corrugated iron.

1146. Is that the principle which you would be prepared to recommend for adoption in juvenile prisons such as you have now suggested?—Yes, with the exception of the wards in which I would place the boys when first they come in; I would recommend that there should be two rooms in the first place for 50 boys in each; at an expense that I calculate to be about 500 *l.*

1147. Upon what data do you make that calculation; is it from the experience you have had?—Yes.

1148. Do you know any instance where such dormitories have been provided at the expense you now suggest to us?—No; because I know of none precisely similar; but I have gone carefully into the items, and I think the sum I have named would be considered by architects a reasonable sum to effect what I propose.

1149. You proposed to build the cells separated only by corrugated iron?—The greater part of them. But I would place 100 boys in two rooms; 50 in each; they ought to be built for 500 *l.* Separate cells, in brickwork, for 100 boys should be built for 30 *l.* a cell, making 3,000 *l.*; and separate cells for 400 boys, upon the Portsmouth plan, ought to be built for 10 *l.* a cell, making 4,000 *l.* The governor's and chaplain's houses, 1,500 *l.*; kitchen, offices, mess room for officers, washhouses and sheds, 2,000 *l.*; chapel, 500 *l.*; store-rooms, fittings, &c., 3,000 *l.*; contingencies, 1,000 *l.*; total, 15,000 *l.*

1150. What do you propose should be the dimensions of the cells and the dormitories?—I will prepare a plan in detail, and lay it before the Committee.

1151. You see no objection to the partition between the cells being composed of corrugated iron?—No, none whatever.

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1152. Do you know of any instance where partitions of that sort have been proposed to be built, and objected to by the Government inspectors of prisons?—No, I do not.

1153. This establishment is to be surrounded, I suppose, by a wall?—That would depend upon circumstances; if a wall were to be built, it would considerably increase the sum which I have mentioned.

1154. What we wish to understand is, what your plan is; according to your plan, is this prison to be surrounded by a boundary wall; or how do you propose to detain the prisoners?—Not necessarily by a boundary wall; but the places that might be found for these establishments would probably have their own boundaries sufficiently marked, without a boundary wall.

1155. What do you designate by "their own boundaries"?—There is no piece of land that I would take for the purpose but what would have some boundary.

1156. Would you be content to surroun d those establishments with a quickset hedge, for instance?—I would have no objection to the outer boundary being a quickset hedge; I should have no objection to the plan now adopted at Parkhurst, where, what is properly called the prison, is surrounded by a boundary wall, but around the ground connected with the prison there is no boundary wall.

1157. Do you propose to keep the boys in by means of sentries?—That would be quite impossible in places where there are no troops in the neighbourhood, and I would not propose to send troops for the purpose.

1158. You contemplate, then, letting the boys range over the 100 acres which you attach to the prison, free from all control?—By no means; I would keep them under the control of the warders and other persons appointed to take charge of them.

1159. You would put no boundary wall round the premises?—I do not think it would be necessary.

1160. Sir *W. Jolliffe.*] You would have it something the same as the institution at Red Hill?—I think discipline and arrangement would be sufficient, without having a boundary wall; no doubt a boundary wall would be better, but I should be deterred from building a boundary wall by the expense.

1161. Mr. *Fitzroy.*] Can you give me an idea of what the expense would be of such a wall as ought to be put round a prison with 100 acres of land?—I cannot give it off-hand; a wall 10 feet high would come to a great deal of money.

1162. Mr. *Miles.*] These establishments that you would recommend would be more in the nature of reformatory schools than prisons?—Yes.

1163. And consequently a very different system of action would be pursued in the one from what would be pursued in the other?—Yes; and especially as regards the watching and detention of prisoners when employed upon the land.

1164. The warders would, in all probability, be a different description of men from those that you employ at Parkhurst?—No; I am perfectly satisfied with the warders at Parkhurst; I think they are the right sort of people to be employed in these institutions.

1165. Though they are the right persons to be employed for children under sentence of transportation, would they be the right persons to employ to instruct the boys in the labours of the farm, and to instruct them morally in the school?—Yes, I think they would; I think the warders whom we have at Parkhurst are competent to effect what is indicated in the Honourable Member's question. At this moment we have about 600 warders in convict establishments, and for Parkhurst we pick out the most competent to deal with boys. Here and there are exceptions, but the majority of them, I think, are perfectly capable of doing their duty as warders or instructors in such establishments as I propose.

1166. We may turn your attention, now that we are speaking of correctional schools, to the correctional schools existing in other countries, to where those correctional schools have succeeded; is the description of men that you now use as warders in Parkhurst, the description of persons they use with their children confined in those different foreign establishments?—At Mettray they take as contre-maîtres persons who have been brought up especially for that purpose. I do not think that that system would answer with us. From my experience I find that persons who have been educated as schoolmasters, are not best calculated for looking after boys in prisons; they are too pedantic; they are too fond of sticking to mere school teaching. I should prefer persons such as we take, who have

have seen more of the world, who are gifted with common sense, who are not prejudiced, and who are of a certain age, that age not being less than 25 years. Capt. *D. O'Brien.* 25 February 1853.

1167. Many of the children who would be in these reformatory schools, having suffered great hardships during their short lives, never having had any acts of parental kindness performed towards them, do not you think it would be of very great consequence to try what kindness and a description of friendship, if I may so call it, would do for them; and, if so, do you conceive that the military warders of Parkhurst are exactly the sort of men you would choose for that purpose?—The warders at Parkhurst are certainly, for the most part, military men, or have been so; but they are not all military men, and I think they do their duty with kindness, as well as with firmness. They respect themselves, and they obtain from the boys sufficient respect also.

1168. Would you have them associated with the boys at all in the way they do at Mettray?—No.

1169. They should still be merely warders, without any further association?—Yes. I do not think that that portion of the Mettray system would answer in this country.

1170. Then, though the rigour would be much less in these reformatory schools than in Parkhurst, still the discipline would be analogous to it?—Yes.

1171. Mr. *Fitzroy.*] Would there be, in fact, any distinction of principles between these establishments and the establishment at Parkhurst?—No. I have stated that I would propose them upon the Parkhurst plan, with an extension.

1172. As I understand, you propose to embrace in the same locality the penal and the reformatory principle?—Yes.

1173. Not purely reformatory, as at Mettray and some other of the institutions to which you have referred?—No.

1174. Mr. *Adderley.*] If Parkhurst is the model of what you want, and that has been tried for several years, why do you require further experiment before you carry the system out throughout the whole kingdom?—Because Parkhurst has only dealt with those who are sentenced to transportation. At Parkhurst, they do not deal with prisoners who come in on a first or second sentence.

1175. Sir *W. Jolliffe.*] Supposing it were thought desirable that the scheme which you have pointed out should be carried out upon a still more limited system, and that there were two schools instead of four, would the estimate be the same proportionally; that is, supposing only half the number were in the schools?—The estimate of the total expense would be greater per boy.

1176. Then you have given the size of the schools at which you think the plan could be carried out with the least cost and the greatest efficiency?—Yes.

Martis, 1° *die Martii,* 1853.

MEMBERS PRESENT.

Mr. Fitzroy.	Mr. Monckton Milnes.
Sir William Jolliffe.	Lord Drumlanrig.
Mr. Tufnell.	Sir John Pakington.
Mr. Miles.	Mr. John Ball.
Mr. Robert Palmer.	Lord Lovaine.
Mr. Adderley.	

THE RIGHT HON. MATTHEW TALBOT BAINES, IN THE CHAIR.

Captain *Donatus O'Brien,* called in; and further Examined.

1177. *Chairman.*] DO you put in the 66th article of the French Penal Code, of which you undertook to procure a copy for the Committee?—Yes, with a translation in English. (*The Witness delivered in the same.*) Capt. *D. O'Brien.* 1 March 1853. *Vide* Appendix.

1178. Lord *Drumlanrig.*] Do you think the estimate of the expense of the building, which you gave in your former examination, can be relied upon?—It

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was quite within contract prices at the time I gave it, in May last. Since that time, materials have risen very much; iron has risen at least 75 per cent.; but I think that if the sum of 20,000*l.* be put for building, instead of 15,000*l.*, the cost will be fully covered.

1179. Sir *W. Jolliffe.*] In carrying out your plan, the average detention of prisoners in the reformatory school would be three years?—Yes.

Captain *William John Williams*, called in; and further Examined.

Capt. *W. J. Williams.*

Vide Appendix.

1180. *Chairman.*] WHAT are the returns you have in your hand?—They are general returns of the number of juvenile delinquents during the last five years, their ages, and the terms of imprisonment to which they were sentenced, throughout England and Wales. (*The Witness delivered in the same.*)

1181. Have you verified those returns, so as to be satisfied of their correctness?—Yes. Upon the subject of their correctness, I wish to remark, that the returns received from all the prisons of England and Wales, give the number of prisoners convicted, as the number of individuals; for example, in going over the books of the Westminster Bridewell, I found that the number of committals, from the 30th of September 1851 to the 29th April 1852, both days inclusive, were 1,841; but when I came to examine the number of individuals, they only amounted to 1,532, many of the juvenile offenders being convicted several times over during the same year; therefore, taking Westminster Bridewell as a prison where there is a greater number of juvenile delinquents than in any other prison in England and Wales, it would be fair to make a general reduction of one-sixth in the number inserted in the returns, as a closer approximation to the number of persons actually convicted under 17 years of age.

Rev. *Thomas Carter*, called in; and Examined.

Rev. *T. Carter.*

1182. *Chairman.*] ARE you Chaplain of the Borough Gaol at Liverpool?—Yes.

1183. How long have you been so?—Upwards of 12 years.

1184. Had you similar engagements before you went to Liverpool?—I had, in the manufacturing districts.

1185. Were you the incumbent of a parish?—Yes, and previously curate.

1186. Where?—In Lancashire; first in Salford, and afterwards in the parish of Bury.

1187. Have you paid particular attention, during the time you have been at Liverpool, to the subject of juvenile criminals?—I have, necessarily.

1188. Has any system for the treatment of criminal children been in operation which is peculiar to Liverpool?—The gaol in Liverpool was erected in the time of Howard, and contained upwards of 300 cells; and without any additional supply of cells, with an increase of dormitories, there have been at one time nearly 1,200 prisoners in a gaol originally intended for less than 400; that involved very intimate association, which was prejudicial to the interests of the prisoners.

1189. Was that the existing state of things when you went to Liverpool?—Not to the same extent.

1190. Has it grown worse?—It has grown worse.

1191. What steps were taken for its correction?—Large dormitories were made, but no steps were taken really to correct the state of things that resulted from association; steps have been taken to erect a large gaol, which is near completion.

1192. Was the attention of the Liverpool magistrates drawn to the subject of juvenile delinquency a few years ago?—It was, through the medium of Captain Williams, I believe, in the first instance, immediately before my appointment.

1193. Has the attention of all the authorities of Liverpool been closely directed to this subject for some time?—It has.

1194. Have you a petition which was presented by the Liverpool magistrates some time ago, containing a statement of facts relating to juvenile delinquency in Liverpool?—Yes, I have a copy of it. (*The Witness delivered in the same*).

Vide Appendix.

1195. Does the petition state the extent of juvenile delinquency in Liverpool, and make a calculation of the cost which has been occasioned to the borough by delinquents of that description?—It states its extent at that time, its character, and its cost.

1196. Was

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1196. Was Mr. Rushton a stipendiary magistrate of Liverpool?—He was.

1197. Do you concur in the opinion which has been expressed of him by Captain Williams, that he was an extremely able and intelligent magistrate?—Quite so; and I think the cause of philanthropy has suffered a great loss by his death.

1198. Had he paid great attention to the subject of juvenile delinquency?—He had.

1199. Did he make representations on the subject to the magistrates of Liverpool?—Frequently; and in February 1850 he addressed a letter to the town council, which was referred to a committee of the magistrates, members of the town council, and members of the select vestry.

1200. Will you deliver in a copy of the letter to which you have referred?—Yes. (*The Witness delivered in the same.*)

Vide Appendix.

1201. In consequence of Mr. Rushton's letter, were any steps taken by the authorities of Liverpool, with a view of providing a remedy for the existing state of things?—Yes. Without going through the process, I may just say that the town council decided upon the erection of a reformatory institution for fifty juveniles, 25 boys and 25 girls, and to maintain it.

1202. On what plan?—Similar to the institution at Red Hill.

1203. Not penal, but purely reformatory?—Purely reformatory; but he contemplated boys and girls being sent there under Lord Cottenham's Infant Felons Act, and therefore they would have been in the criminal classes.

1204. Was the institution completed?—No; it has not been proceeded with.

1205. Why?—A variety of causes have co-operated to hinder it.

1206. State them—There was considerable doubt in the mind of the town clerk and other parties, whether the corporation could maintain it out of the corporate funds. The opinion of counsel was taken; and the opinion which was given was, that it might be maintained out of the surplus fund, but out of the surplus fund only; and, if in any given year there should have been no surplus, the institution must necessarily have failed.

1207. That contingency being pointed out, was found to create great practical difficulty?—Yes; but a committee was appointed to carry the proposal forward; and a site upon property belonging to the corporation was fixed upon for the experiment. Gentlemen holding property in the vicinity had a strong objection to its being so placed; and they successfully memorialised the council to choose another site. Another site was proposed, adjacent to the new gaol, but it was thought objectionable for two reasons; first, the land was not in the proper form; and secondly, it was thought desirable not to have it in such close proximity to the gaol, as it might be prejudicial to its character out of doors.

1208. Did the plan fall through altogether?—This committee having been appointed, it was thought desirable to let the matter rest, until the intentions of the Legislature were known.

1209. Then might the project be considered as in progress at the time this committee was appointed?—Nominally so; but my impression is, that it is likely to fail from another cause.

1210. From what cause?—Unless the law can be altered, so as to give greater facilities for sending children there, it is thought that it will be unavailable; for Lord Cottenham's Act has been tried, and the difficulties are very great.

1211. By Lord Cottenham's Act, do you mean the Act of 3 & 4 Vict. c. 90, entitled "An Act for the Care and Education of Infants who may be convicted of Felony"?—Yes.

1212. Have you endeavoured to carry that Act into effect in Liverpool?—Yes.

1213. Will you state whether anything has been done for that purpose practically?—I will state the steps that have been taken. There is a reformatory institution in Liverpool, called the "County House of Refuge," for reforming female adults, who have previously been domestic servants, but have fallen into crime. Their numbers were small, but their means were great. They were applied to to receive children sent to them under that Act; and the committee consented, and gave directions to Mr. Wybergh, the magistrates' clerk, to take the necessary steps in the Court of Chancery, on behalf of two girls who had been selected by me.

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1214. Does Lord Cottenham's Act give a power to the Court of Chancery to assign the care of any infant convicted of felony, to any person other than the natural or testamentary guardian, upon application being made to the Court for the purpose?—Yes.

1215. Was that proposition made with regard to the directors of the institution you have mentioned?—Yes.

1216. Was an application made to the Court of Chancery?—Yes. It was the first application that had been made under the Act; and there was considerable difficulty as to the mode of proceeding. Those difficulties were arranged, and steps were taken by petition; there were affidavits as to the character of the parents of the children themselves; and indeed all other necessary steps were adopted. The Court required more than one individual as guardians of the children; and that they should not be *quasi* officers of the institution, but that individuals should be named. The liabilities were explained to the gentlemen who consented to act as guardians, and when they found their extent they withdrew their consent. They found they were so onerous that they could not undertake them.

1217. Does the Act provide that where any one under the age of 21 shall be convicted of felony, the Lord Chancellor, upon the application of anybody who may be willing to take the charge of the infant, and to provide for his or her maintenance or education, may make an order, assigning the care and custody of such infant to that person, during his or her minority, upon such conditions as the Lord Chancellor may think fit to prescribe?—Yes.

1218. What was the objection stated to these gentlemen?—That if the children were found incorrigible, or the funds of the institution should fail, or the children should escape, or anything should occur to induce them to decline to retain them longer, the children would still have a claim upon their guardians for their future maintenance.

1219. And in their own individual character, until the children attained the age of 21?—Yes; the parties who were members of the committee, and who consented to act as guardians, were Liverpool magistrates.

1220. When was the application made, as near as you can recollect?—A few months ago, from this time.

1221. Sir *W. Jolliffe.*] Will you state the ages of the children?—I selected two girls of the worst class as to character, one of whom was, I think, 14 years o age, and the other 16 or 17.

1222. *Chairman.*] Did you select them by way of experiment, for the purpose of trying how far the Act could be worked out?—Yes.

1223. In the only experiment that has been tried, has the Act been found unavailable, from the causes you have mentioned?—Yes; we foresaw other difficulties which would have met us in another stage of the progress, arising from the objections of the parents.

1224. What were those objections?—The parents of both children were living, and I selected them on that account. One was very strongly against the child being placed in such an institution. The parents of both children were men of very bad character, and had been repeatedly in gaol themselves, and were utterly regardless of their children's welfare.

1225. They opposed the design?—The stage had not arrived for them to oppose it, but they signified their intention to oppose it.

1226. Do you know what became of those two children?—They are now both in gaol. That difficulty would have met Mr. Rushton's plan at every turn.

1227. Sir *W. Jolliffe.*] How were the expenses of the application borne?—The expenses must have been very trifling; and they were in that instance borne out of the funds of the institution which consented to receive the children.

1228. Do you recollect the amount of the expenses incurred?—No; I have not seen a statement of the expenses. I should think that, including the expenses of the solicitor to London, they could not be more than 8*l.* or 10*l.*

1229. *Chairman.*] Was a petition actually presented to the Court of Chancery; or was it found before you got to that point that the difficulties would be so great that you abandoned it?—The form of the petition was directed by a Chancery barrister, but I believe not actually presented.

1230. A draft was drawn?—Yes.

1231. And then it stopped?—Yes, in consequence of the difficulties which were pointed out.

1232. Sir *W. Jolliffe.*] You are not aware of the amount of expenses incurred by this application?—I am not.

1233. *Chairman.*] From what you saw on that occasion, do you conceive there would at all times be great practical difficulties in working that Act of Parliament?—I think the Act would be altogether inoperative, from the great difficulties that would arise. The Committee will understand that Mr. Rushton's plan was based on that Act.

1234. You mean the plan set forth in the letter you have handed in?—Yes.

1235. Are you aware of the object of the inquiries of this Committee, and have you been furnished with an exact statement of the terms in which the subject has been referred to the Committee by the House of Commons?—Yes.

1236. Can you give the Committee any suggestions of a practical nature, which may be useful with reference to the objects of this inquiry?—I think it would be desirable, for the sake of convenience, to divide the juvenile criminals into two classes: first, those guilty of offences involving dishonesty; and, secondly, those guilty of trifling or police offences, or offences against bye-laws. I will speak of the first. Before speaking of prevention, I think we must direct our attention to removing every inducement and incentive to crime. If existing measures have been found to promote depravity and wretchedness in the people, we ought not to apply ourselves to extensive remedies until we have first done all in our power to remove the inciting causes. As long as these remain unchecked we must look for poor results, and expect disappointment.

1237. What are the principal inciting causes you would point out?—I consider that there is a want of a correct sense of moral duty, and that this may be produced and promoted by a wider extension of real education. The Manchester plan, which was before a Committee in the last Session, seems to point to what is required, a general rate. We must look forward, I think, to a cautious but gradual approach to compulsory education. The system enforced by the Factory Act admits the principle; and I would refer to the opinions which have been already expressed before this Committee in answers 3083, 3247, and 3251. Mr. Thompson, in speaking of the ragged schools of Aberdeen, says, "If we get power to compel attendance, we wish also to have the power to force parents to pay the expenses of that attendance; because we only wish to compel attendance when the parents themselves are able, although they neglect, to educate their children." In answer to question 3247, Mr. Thompson says, "We find compulsory power more necessary, because we now find the existence of a class that we were not aware existed; the children of parents who were able to educate, but unwilling to do it." Hence I say, that compulsory payment would secure compulsory education. Mr. Thompson says, in answer to question 3251, "We have a process of law by which a man's money may be arrested for the support of his wife and children; we cannot take it for their education, but we should like to have the power to do so." Chief Baron Pigot says (I quote from Miss Carpenter's last book), "Any system of education designed to produce a considerable effect on the amount of crime, must be so applied as to embrace the whole population, including, as the class to which in this view it is most important to extend the boon of knowledge, the very lowest and most destitute of our people."

1238. Do you adopt the opinions of Mr. Thompson and Chief Baron Pigot, which you have now read?—Yes.

1239. That is the first suggestion you would make?—Yes.

1240. Have you anything to add on that point?—No. I do not think it desirable to go into details as to carrying out the compulsory plan.

1241. What is the next suggestion you have to make?—I would correct, alter, or restrain the system of licensing public-houses; and I would suggest that individuals should be licensed, and not houses.

1242. Do you conceive this to have a material bearing upon the subject of juvenile delinquents?—It has a material bearing on the amount of crime generally, and directly and indirectly on juvenile delinquency.

1243. What are the suggestions you would make on this subject?—The next suggestion I would make, under the same head, is, that I would place beer-houses under better magisterial control; I would limit their hours; I would discourage drinking on the premises; I would put down all raffles, lotteries, or

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gaming, under whatever name; I would allow no theatrical representations, which are carried on to a great extent in Liverpool, excepting, perhaps, if allowed at all, under a license, and under the supervision of proper officers of police. I make these exceptions, because I do not altogether condemn proper amusements for the lower classes; I should wish to see the amusements kept within proper bounds.

1244. Mr. *Fizroy.*] What alterations do you propose to make in the licensing of public-houses?—I would propose that licenses should be granted to individuals and not to houses; for, if an individual obtains a license, it is found that he can transfer that license to another, whose character perhaps may not be of such a nature as to justify his being trusted with a license; and I think they ought to be much more limited than they are.

1245. You suggest the granting of a license to the person instead of the house?—Yes.

1246. Lord *Drumlanrig.*] Is it not the case that a person of bad character would be refused a license?—Yes; but it is always a very difficult matter to get at a man's real character.

1247. How would you ascertain his real character more under the plan you propose than under the system which is at present adopted?—That is matter more for individual magistrates than for legislation; because legislation seems to have provided for it already; we are speaking of what is required, and not perhaps of what legislation should be; it would be better if there was greater care on the part of magistrates in granting licenses.

1248. Mr. *Fitzroy.*] In case of a transfer of a license, must not the individual appear before a magistrate, and some inquiry be made as to his character?—I believe so; when I put down these suggestions, I did so under the impression that Mr. Wybergh, the clerk to the magistrates (who is perhaps more conversant with the subject than I am), would be able to make some valuable suggestions, if it were thought desirable to touch upon this point at all; I am speaking generally as to preventive measures.

1249. In what way do you anticipate that it would limit the number of licenses, or prevent the issuing of licenses, to grant them to the individuals instead of the houses?—I would not take the individuals alone; but as far as I have thought of it, it appears to me to be desirable that the magistrates should consider in what locality the license was to be exercised; otherwise some districts would be crowded with licenses, whilst others would be left without them; but the great advantage would be, that a man would not be dependent upon his brewer. Many of the public-houses in the large towns are owned by brewers; I am speaking with diffidence on this subject. I find that, in many instances, there is not sufficient attention paid to the character of the individual who is to hold the license, provided the brewer can get a tenant who will pay him his price.

1250. Can you state the number of public-houses in Liverpool?—Yes. Taking the population at 374,000, according to the last return; the number of licensed public-houses in Liverpool was 1,408, or one to every 265 of the population. I have a comparative statement of the number in other large towns. In the metropolitan district, the number of public-houses is one to every 427 of the population. In the City of London, it is one to every 199. In Liverpool, it is one to every 265. In Manchester, it is one to every 630. In Birmingham, it is one to every 391. So that there are more public-houses in Liverpool, in proportion to the population, than in any of the other large town, except that portion of the Metropolis which is included in the City of London.

1251. Have you a return of the number of beer-houses also?—I have. The number of beer-houses in London, in the metropolitan district, is 3,329; in the City of London, 142; in Liverpool, 891; and in Manchester, 1,312. The proportion of beer-houses to the population, in London, is 1 to every 720; in the City, it is 1 to every 900; in Liverpool, it is 1 to every 420; but in Manchester, it is 1 to every 231. The proportion of public-houses and beer-houses to the population, taking the two united, in London, is 1 to 268; in the City of London it is 1 to 163; in Liverpool it is 1 to 162, and in Manchester it is 1 to 169.

1252. How do you propose to bring the beer-houses more under the control of the magistrates?—At present they are licensed by the Excise. I would have them licensed by the magistrates.

1253. In the same way as public-houses?—Yes.

1254. Do you attribute much of the demoralisation of Liverpool to the public-houses and beer-shops?—I do.

1255. Do you find it more attributable to the beer-shops generally, or to the public-houses?—There is a class of public-houses called singing rooms and dram-shops, that is, licensed houses, which do an immense amount of evil. It is difficult to draw a comparison between the amount of evil which they do respectively, but they do an immense amount.

1256. You have referred to theatricals in public-houses; do these theatricals go on under the public-house license, or are there rooms attached to public-houses licensed for the purpose?—In rooms under the same roof.

1257. Have any representations been made to the licensing magistrates, with respect to the evil effect of those theatrical exhibitions?—It has been brought before their notice.

1258. Have any cases come within your knowledge, where licenses have been withdrawn from public-houses, in consequence of such theatrical exhibitions having taken place?—None have come to my knowledge; but that may have occurred, and I may not have heard of it. A large building, which was formerly used for many years as a place of public worship, is now a beer-house, where theatrical representations are carried on. Parties are admitted on payment of 3 *d.*, for which they receive a ticket, entitling them to a glass of ale, or a bottle of ginger beer; they witness the performances, and are expected to call for more. I visited this place, and found it full of juveniles.

1259. Have you visited it during the performances?—Yes.

1260. Were those performances objectionable in themselves?—During the time I remained I considered them decidedly objectionable.

1261. You propose to limit the hours of the beer-houses; what is the limit now?—It is 10 or 11 o'clock.

1262. To what hour do you propose to limit them?—To eight o'clock, or perhaps nine o'clock on Saturday.

1263. Mr. *Adderley.*] Do you think that all these causes of crime bear chiefly on juveniles?—Not chiefly.

1264. Do you propose them as general matters for reformation in the country?—I do; but, in the instance I have alluded to, I found parents and children together.

1265. Do you state that theatrical representations in public-houses, which are resorted to by children, are principal causes of juvenile crime in Liverpool particularly?—Yes; and they are particularly the resort of juvenile thieves. I recognised many when I was there; and I gathered from the police, that if a robbery was committed by a juvenile, the first thing they did was to look for him at these places.

1266. Are not the licenses given to individuals, and not to houses?—I am not prepared to answer that question.

1267. *Chairman.*] Will you go on to your next suggestion?—I would enforce strict supervision of lodging-houses; I would prevent the exposure of goods at shop-doors, which is a fruitful source of crime; I speak more particularly with reference to our own population.

1268. You mean the unnecessary exposure of goods?—Yes; the unnecessary exposure of goods at shop-doors is a fruitful source of crime; and the attention of the magistrates has been several times called to it.

1269. What do you suggest should be done with regard to that, by way of prevention?—If a party is found exposing his goods within reach from the door, he ought to be subject to a police information. I conceive that we have no right to cast temptation in the way of children, and then punish them for yielding to it. By a bye-law shopkeepers are restricted from so exposing their goods as to obstruct the footpath; and, in the words of the Act, the goods must be within a line drawn along the shop-front; but that is evaded, and instructions have been given to the town-clerk of Liverpool to get additional powers in the next Act which he may have to bring forward. My idea is, that it should be made general to all places, and not confined to Liverpool.

1270. Mr. *Adderley.*] Can a corporation pass a bye-law to prevent the exposure of goods?—No; they will have to get fresh powers from Parliament; but it would be only a power relating to their own town. I conceive that it should be a general law.

1271. If the corporation can pass a bye-law to prevent goods being placed

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outside a shop, why cannot another bye-law be passed carrying out your suggestion?—I conceive there is some legal difficulty, or it would have been done. Their Act of Parliament now only allows them to restrain goods within a line drawn in front of the premises. I would prohibit pawnbrokers receiving pledges from young children.

1272. *Chairman.*] Would you absolutely forbid it?—I would.

1273. Up to what age?—That is a matter rather for your discretion than for mine; I should say 14 years of age, or 16 years of age; I imagine any measure founded on this inquiry will define a juvenile. I would take that definition.

1274. You think the law is defective as it stands, in not prohibiting pawnbrokers receiving pledges from young children?—I do, decidedly.

1275. According to your observation, does it lead to a good deal of crime?—It does; facility for getting rid of stolen goods increases the desire to obtain them. I will now pass on to the existing prison system: it has failed.

1276. You mean with regard to juvenile offenders?—Yes.

1277. In your judgment, can it be so adapted as to succeed with reference to them, or must it necessarily fail?—I think steps may be taken to improve it.

1278. Do you speak of the existing prison system generally?—Yes; and I feel very confident, in strenuously urging upon this Committee the propriety of considering well and patiently the suggestions which have already been made to the Government by the inspector-general of prisons, in the report dated June 1851. The suggestions alluded to will be found at page 26. It contains no new proposal, but one which has been urged long and often by the most practical men, official and otherwise; and it is one which is very likely to commend itself to the Government, and to be favourably received by the country. I mean the establishment of district houses of detention, or district prisons, or district houses of correction (call them by what name you please), for juveniles only who have been convicted, whether summarily or otherwise. I would have them erected and maintained by associated counties and boroughs, in proportions to be ascertained by a seven years' average of the number of juvenile prisoners in the several localities forming the district, out of funds now and hitherto applicable to the support of prisoners. The training and discipline should be precisely of that character which has been proposed to be adopted in correctional and reformatory schools; that is to say, "they should be schools or establishments where the religious, moral, and intellectual conduct of the juvenile offenders therein, with industrial training and agricultural labour, is especially directed to the correction of what is wrong in such juvenile offenders, and to preparing them to be self-supporting and useful members of society." The term of detention should be limited to 16 or 18 years of age; but I think the minimum should not be fixed. Power of revoking a sentence must, of course, form one feature. The present gaols I would only have recourse to under particular circumstances. I see no reason why these houses of detention may not be made strictly correctional and reformatory, whilst they would get quit of all the pecuniary part of the difficulty, which, if voluntary efforts to the extent proposed by some are to be relied on, would be so great, as, I fear, to be ultimately fatal to our plans altogether.

1279. Do you propose that voluntary aid should not be called for at all?—No. This is an improvement of the present gaol system. The religious part of the question, too, will not come into consideration; and as to the question of management, I see no reason why that should not, in the present day, be as efficiently conducted as it would be if the managers were appointed by committees; a condition likely to attend an institution supported by voluntary effort. Means should be devised for providing, by emigration or otherwise, for cases direct from such establishments, through "an institution of patronage," or something of that kind. Voluntary and charitable efforts should be encouraged, as referring to an institution of patronage. As a further medium, I would recommend the extension of such reformatory schools as that at Red Hill. I would also strenuously urge upon the notice of this Committee the propriety of adopting training-ships, as a reformatory measure, in our large seaports.

1280. Will you explain your views on that subject?—It is found, as I have no doubt the Committee are aware, that there is a great scarcity of seamen; and the facilities for disposing of these boys is greater now than it has been during my experience of 12 years. The town council of Liverpool, 12 years ago, voted a sum of 100*l.* towards the expense of apprenticing boys to the merchant marine service.

service. At that period there was a strong feeling amongst owners and captains against taking those boys; but, notwithstanding, the first 100 *l.* was expended in three months, and the results were generally satisfactory.

1281. Sir *J. Pakington.*] What class of boys were made the object of the arrangement at Liverpool, of which you are speaking?—Boys who were in gaol.

1282. Boys who had been criminals?—Boys who were criminals.

1283. Did it not transpire, in connexion with that very arrangement of which you are speaking, that boys became criminals for the sake of obtaining the advantage of that arrangement?—I heard of one instance, but I have never heard it substantiated; and I have considerable doubt whether it really existed.

1284. Did you hear of any case in which parents became anxious applicants that their children might become the objects of that arrangement?—I have heard, but have never known one.

1285. Do you disbelieve it?—I disbelieve it entirely; and moreover, if a parent were to adopt such means, I should say that the sooner the child was taken from that parent the better.

1286. You do not believe that crime was committed with a view to benefit by that arrangement?—I do not. The duty of providing vessels devolved upon the schoolmaster at that time; he had a fee out of every case he sent to sea, and suppressed the history and circumstances of the boys, using the agency of shipping agents. When the magistrates discovered that such a system was adopted, they immediately put a stop to it; and when the honest system was enforced, it was found impracticable to send boys. Since that period, there has been an alteration in the feeling, and shipowners are now disposed to receive criminal boys who may have undergone a short training on board any training vessel. I state this from authority. I have a copy of a resolution passed at a meeting of the Shipowners' Association, in Liverpool, a few days ago.

1287. *Chairman.*] Who were the gentlemen attending that meeting?—I can give their names.

1288. A respectable body of shipowners?—Yes.

1289. Was the meeting called for the purpose of considering the subject?—Yes. The resolution is: "That this meeting considers the suggestion deserving of the best support and encouragement of this association, and is of opinion, that although there might be exceptions, yet that shipowners generally would not object to taking youths from the hulk, after such moral and religious training as is referred to in the suggestion, who received good characters, as respected their conduct whilst there, from the governor or superintendent."

1290. Was there a suggestion in writing laid before that meeting?—Yes. The suggestion was submitted by Mr. Mansfield, acting as chairman of a provisional committee, called to consider a proposal which I submitted to them.

1291. Is Mr. Mansfield the stipendiary magistrate at Liverpool?—Yes.

1292. What was the suggestion?—The suggestion was, that the Lords of the Admiralty should be applied to for the loan of a large supernumerary frigate, to be moored in the river, to receive destitute boys who had not been criminals; but there was a feeling, on the part of the provisional committee, that as there would be no legal hold, the boys might run away, and that it would be better to open it for criminal children, and to ask the Legislature for power to keep them; and that the boys should be trained and apprenticed to the sea service, as openings might be found.

1293. Mr. *Miles.*] For what time were they to undergo detention in the vessel?—Not less than six months, and from six months upwards, according to a boy's fitness for service. I proposed that the Marine Society should be taken as a general model, with the same limit as to age and size.

1294. After imprisonment, or in lieu of imprisonment?—I am free to state that my own opinion was, that it should be before imprisonment, or in lieu of imprisonment; but I was overruled, and it was thought desirable to throw the vessel open to boys who had been convicted of crime. Others were more hopeful than I was myself.

1295. So that, having suffered their punishment, they would have gone direct to the vessel?—Having suffered their punishment, they would go there at their own option.

1296. Mr. *Adderley.*] The sentence being completed?—Yes.

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1297. Mr. *J. Ball.*] You have stated that your opinion was overruled?—Yes; I could not carry out anything of the sort without assistance. I induced merchants and shipowners to meet; and their opinion was, that it should not be confined to destitute children, but that it should be open to both.

1298. Mr. *Adderley.*] Were there any of the authorities of the town or magistrates on that committee?—The mayor nominally.

1299. *Chairman.*] You said that the proposal was sent to them by Mr. Mansfield, the stipendiary magistrate?—Yes: it was submitted to them by him as the chairman of that provisional committee; it was not a magistrates' meeting, it was composed of shipowners and magistrates. This proposal, as first made, is referred to in Mr. Rushton's letter to the town council.

1300. Do you consider that as a suggestion of great importance with regard to all seaports?—I think it is of very great importance; it would be the means of outlet for a great number of boys who are disposed to reform themselves.

1301. Mr. *Miles.*] How many boys have you passed through the prison in the year who had been convicted, either by magistrates under Sir John Pakington's Act, or by a jury for larcenies?—The total number of cases was 1,148 juveniles last year; and I should say, that of that number there would be 800 commitments for offences of that nature.

1302. For the instruction of how many boys was the ship to be fitted?—I proposed that the ship at Woolwich should be taken as a general model; and the average there was last year 100, and this year it is 150. It would greatly depend on the size of the frigate.

1303. So that there would only be a proportion of the boys who had passed through their punishment sent to the vessel?—Yes; but that proportion would be larger than it appears at first sight; because although the average was only 100, yet 395 were provided with situations through that medium; and this year the number, I should think, as they are now going on, will be at least 500.

1304. Supposing this plan to be carried into execution in Liverpool, how would you choose the boys for this particular service?—A boy must be of a particular size, and healthy, with a predilection for the sea; otherwise I would not send him on board at all.

1305. Would you select the best behaved boys during their imprisonment, or the worst behaved?—I should say the boys who were best behaved, certainly; for the common sense of the thing is, that they would be entitled to be most assisted.

1306. Then do you rather hold this out as an inducement, during the time of their imprisonment, to reformation?—Unquestionably. I think that in the mind of a great many boys there is a desire to amend, and that they require to be placed in circumstances which are more favourable to reformation than those in which they are living at home. It is a great principle to assist every person in working out his own reformation, and not drive him to it.

1307. Do you think that a great source of juvenile crime in Liverpool is poverty and want?—Unquestionably; that is a great source of juvenile crime everywhere; but that is only one source.

1308. Of course, directly you put children, after having gone through a correctional process, in a way of getting their own livelihood, it is the best inducement you can hold out to them for reformation?—Reformation is one inducement. I look on that as one means which is not applicable to all cases. That of course is applicable to boys. The females come under another category altogether. I may further state, that the proposal is likely to meet with much favour in Liverpool. One shipowner told me the day before I left, that if the proposal should be proceeded with, he would undertake to say that he could provide, through his own ships, for 50 boys a year.

1309. Out of what fund is the ship to be maintained?—There, at present, I do not see my way. My first proposal was, that it should be maintained partly by a grant from the town council, partly by the parish authorities, and partly by voluntary subscriptions. I submitted it to the select vestry; a meeting was called by the archdeacon, who was the chairman of the select vestry; they took it deliberately into consideration, and were disposed to adopt the plan; but they found that their hands were tied by the Poor Law Act, not having power, under the Poor Law Act, to appropriate their funds to that purpose.

1310. Then, at present, are you completely at sea for any provision?—We have no provision at present; but the idea is, that if it is recognized as a reformatory, with power of control over the children, if it is to receive boys sent there by

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by the police magistrates, or boys who have been convicted before the recorder, it will be maintained, so far as they are concerned, out of the fund which is now applicable to prisoners (for it is only just changing the place), and the rest made up out of private subscription. I may state, as a matter of truth, though not perhaps of policy, that one shipowner expressed his willingness to subscribe 50 *l.* a year on certain conditions.

1311. Does it not strike you that although, after conviction, children might be sent there as to a prison, when the State would pay, yet that after they had suffered the imprisonment, and the penalty had been undergone, the State would not pay?—Of course the State would not then pay; they would then be on what I may call the free list; that is to say, not entirely supported by the State. I should rather discourage such a proposal as that. I think reformatory institutions, whether afloat or ashore, should not be entirely supported by the State. I would not shut out voluntary effort; I would look to voluntary effort as the moving power, to be largely assisted by the State, and the direction left in the hands of the promoters of it.

1312. Of course the Government, if it subscribes to such an institution, must have some control. What species of control, in the case of the ship, would you give to the Government?—I would give the Government no other control than it has already in prisons. It has a control in prisons, through the medium of its inspectors; there are certain laws laid down, and an inspector's duty is to see that those laws are enforced.

1313. Mr. *J. Ball.*] The proposal which has been agreed to between yourself and those who are anxious to promote your suggestion is, that a ship, such as you have described, should be open to destitute children, and also to criminal children who have undergone their sentence?—That is the present state of the proposal.

1314. In speaking of destitute, and not criminal children, in what way do you propose to select them?—No boys to be considered eligible unless born or residing for the greater part of their lives within seven miles of the Exchange; nor any under the stature of four feet nine inches, nor under the age of 13, or above 16½ years; nor should any boys be received (excepting under special circumstances, and on payment of an adequate bonus) whose friends are in circumstances to fit them out for sea at their own charge. The following should be considered eligible: 1st. Boys who are destitute, without relations, friendless, and without the means of obtaining a livelihood; 2d. Boys who have been apprenticed, of a truant disposition, under complaints of disinclination, unconquerable aversion, or total inability to follow their trades, or their indentures being legally cancelled; 3d. Boys of a hardy, daring disposition, devoid of instruction or employment (being sons of poor widows or other labouring persons in indigent circumstances, who are burthened with large families), applying with their parents' consent; 4th. Boys from the parochial industrial school, or other boys who may become chargeable to the parish at any age beyond the limits for admission to that institution, and on payment by the parish of the sum to be agreed upon; and, 5th. Boys recommended from the ragged school in Soho street, or other similar charities, which may hereafter be instituted. These heads, it will be seen, embrace the destitute and dangerous classes of boys who throng our streets, and ultimately recruit our gaol or supply our workhouse with inmates; and to rescue them from their condition would be no less an act of benevolence than of good policy.

1315. Is there at Liverpool a large industrial school for the destitute?—Yes.

1316. Have you any information as to the number of boys from that institution who would probably deem it an advantage to be admitted to such a training ship as you have described?—The number of boys in that institution at this moment, I think, is 1,100; it is capable of containing 1,200; and when those boys arrive at a proper age to be trusted on board a ship, no doubt a large proportion of them would be anxious to go to sea. They have something analogous to the training ship on the spot, a vessel rigged; still it is not a vessel afloat.

1317. Have you any information as to the demand for boys who might ultimately obtain engagements in shipping at the port of Liverpool?—I can only form a conjecture. The only ground I have to go upon is the experience of the Marine Society.

1318. Have the persons who have taken an interest in the subject in Liver-

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pool, formed any estimate as to the probable demand in that port?—The only estimate I heard formed was that which I have alluded to, wherein one ship-owner expressed his willingness to take 50 in the course of 12 months.

1319. Fifty annually?—Fifty annually, as I understood him.

1320. Is it your impression that the demand is greater than the pauper school can supply?—I am certain the pauper school could not supply it.

1321. Is it a part of this plan that the same ship should receive some boys from the pauper school, and some boys of the class you have described, hardy youths, not yet criminal, but likely to become so, and some who have been actually criminal, and have been confined in gaol?—As an experiment, perhaps, it would be desirable to unite them, but I cannot undertake to say that it would succeed.

1322. Do you not think it likely that a boy from the one source would look down upon a boy from the other, and that a difficulty in management would arise in that way?—I think it is likely that such a feeling would arise; but still it would be subject to the correction of a judicious superintendent.

1323 In all cases do you propose that the boys admitted into such a ship should undergo some previous schooling of some description, either reformatory or in a pauper school, or would you take them out of the streets and put them in the ship?—If a boy was of a proper age and appearance, and had predilection for the sea, I would take him without previous training.

1324. Do you contemplate including in the course of treatment and management in the ship, a proportion of literary teaching, reading and writing?—I think it is essential that, subject to proper bounds, a boy should be taught reading and writing, and arithmetic as far as the Rule of Three; but I would not go beyond that.

1325. You observed, with reference to religious instruction, that no difficulty would arise. Did you apply that observation especially to these ships, or to all the institutions to which your evidence will hereafter refer?—I made that observation with reference to the district houses of detention for juveniles only, as substitutes for prisoners, because they would be under the same management which prisons are now under, and there would be the same general rules and regulations.

1326. Do you consider that it will be necessary to have any system of classification with reference to the previous character or conduct of the boys in such a ship; and if so, how would you enforce it on board a ship?—It would be desirable, but impracticable.

1327. Would you endeavour to exclude any classes who might be considered insubordinate, or indisposed to go through the course of training required?—If a boy, from previous training, was ascertained to be a black sheep, if I may use the expression, I should be exceedingly cautious about admitting him on board. A little leaven might do a great deal of mischief.

1328. With reference to the means of support, you were understood to state that you contemplated assistance from the Government, to funds partly derived from voluntary sources?—I think that would be the best system. Voluntary efforts must be called into exercise, and left to voluntary direction, subject of course to inspection. I highly approve of inspection of schools and prisons, and reformatories of every kind.

1329. Expenses of such institutions may be classified into the establishment expenses and the expense of the maintenance of the inmates; do you propose that the voluntary fund should be applicable to the maintenance of the inmates sent in by benevolent individuals, or do you propose that the establishment expenses should be borne out of the voluntary fund?—I do not see that the funds could be kept distinct.

1330. What is to be the measure of Government assistance?—My idea is, that Government should be responsible; for I think that the parties who are now responsible for the maintenance of convicted children should bear the expense, in the same proportion that they would cost on shore; that is to say, if they were convicted by a jury, the Consolidated Fund must pay, and if they were summarily convicted, the borough must pay. Government should pay either the total cost of maintenance, or a cost equivalent to the ascertained expense in gaol.

1331. But you think that Government should not be responsible for what may be called the general establishment expenses?—No, I think not; I think that the

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Government would be disposed, if they were satisfied that every effort had been made, not to allow the thing to be crippled for the want of an extra 500*l.*

1332. Then do you contemplate dealing with the contingency of the local subscriptions falling off, by an extraordinary application from time to time to Government?—It would perhaps be necessary.

1333. Do you think that such an understanding as that is calculated to ensure regular subscriptions?—I should fear it, I confess; but I do not see my way clearly, as I have already stated, how the expenses are to be raised. I may state that I am not encouraged to hope that it would be entirely supported by voluntary subscriptions, and I would rather that it was not; but when we consider the immense number of charitable objects which are supported in Liverpool, and that they are supported by about 1,800 people only, I should despair of any new proposal meeting with any great encouragement for any length of time. While the thing was new, as is generally the case with all new proposals, it would, I think, be carried by acclamation.

1334. Then do you think that an institution of this kind, calculated to benefit the locality and the community generally, might for some time be supported by local subscriptions, but that you could not calculate upon permanent support from that source?—You can never calculate upon local contributions for any charitable object; they ebb and flow according to the amount of industry which is brought to bear by the directors and managers. We may see, for instance, an infirmary falling deeply into debt, just from the inattention of parties in supplying the places of subscribers who have withdrawn or have died; and then we see that an extraordinary effort is made, and it is brought out of debt.

1335. What peculiar advantage do you contemplate from its being partly supported by voluntary contributions?—Because it would justify voluntary direction.

1336. Do you look upon that as important?—I look upon that as being essential to its success. I do not think it could be left to the direction of any naval committee, or to the superintendent of the packet department in Liverpool; I should fear that it would not succeed.

1337. If the institution were under the direction of an officer appointed directly by Government, and subject to inspection, do you not think that the arrangement would be calculated to succeed?—No, I think not; I should rather not see it tried; I do not say that it would not succeed, because I am far from thinking that the Government cannot hit upon a proper officer; but I think it is much more likely to succeed if it is left to parties who are on the spot, and who are interested (if I may use the expression), through the medium of their pockets. If it failed from any incapacity on the part of the officer appointed by Government, the voluntary part of the direction would have no control; but if it was their own officer they would have a control.

1338. Mr. *M. Milnes.*] From your knowledge of the habits of these unfortunate boys, do you think that a considerable number of them would take to the sea service, and like it?—I have every reason to think so, and I will state why. Some years ago, when Captain Williams was the inspector of prisons in that district, I remember calling his attention to the point, that a great number of these boys would go to sea; and he visited the gaol school unexpectedly; it was not known that he was there; he asked whether any of the boys were disposed to go to sea, and a very large proportion of them were very anxious to go. I have always found, throughout the whole of my experience in gaols, that where a boy has an idea of assisting himself, and of working out his own reformation, the first thing that he has done has been to apply to me to send him to sea. A few days ago, out of 73 boys who were sitting in school, when I went in accidentally, a large proportion were desirous to be sent to sea, and they were fit objects to send. There were 26 who were fit objects to be sent, but there were more desirous to go. I may state, that the same question, I believe, was put by Captain Williams to the boys in the gaol at Manchester; and out of the whole there was only one, I think, who expressed his readiness to go to sea. The reason of that is obvious; namely, that the boys in Liverpool are familiar with the sea service, which is constantly before their eyes; and we have perpetual instances of boys hiding themselves in the hold of a vessel when she is on the point of sailing, who are sometimes discovered and taken on shore by the pilot; and sometimes are not discovered until the pilot has left the vessel. In many instances, boys have been landed on the coast of Ireland; and, in some cases, they have got clear away.

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1339. How do you reconcile the desire of the boys to go to sea with the want of boys, which you say is felt by shipowners?—The want has only just presented itself; and the shipowner is disposed to take boys when they have undergone anything like a previous training on board a vessel; but it is questionable whether he will take them as they are presented in the streets, ragged, and certainly without any kind of recommendation. Several boys have been sent to sea through the medium of ragged schools; but there a party intervenes between the boy and the shipowner.

1340. Are these boys generally of a physical constitution which adapts them for sailors?—Yes; and those who are not I should think it very undesirable to send: I should think it would be cruelty to send them.

1341. Do you propose that, in this sort of training establishment, there should be any attention paid to a boy's ability for seamanship, or any trial of his willingness to go on board a ship; or would you make it compulsory that he should go?—I would not make it compulsory. I think it would be desirable to test his willingness to go; but his aptness for seamanship must be a matter of experience, for of that no one can judge until he gets on board.

1342. Mr. *Adderley.*] The choice is always discretionary?—Yes.

1343. *Chairman.*] Have you any suggestion to make with respect to emigration?—I think that the Emigration Commissioners should treat cases which are properly certified, on the same footing as they would treat other emigrants, that their antecedents should not be against their being sent, and that they should be considered as people of good character. If we go to an individual to employ a boy who has undergone a training, and who is entitled to the recommendation of the parties under whom he has been placed, that individual is to look on him as an honest boy, and treat him accordingly, until he finds out the contrary; and I think the Emigration Commissioners should adopt the same system.

1344. You suggest that they should lay down a different rule for their own guidance, and this would not be one of the suggestions requiring legislation?—About that I speak subject to correction. I imagine they have power, under their own rules, if they could be induced to alter their rules.

1345. Have you turned your attention to the subject of parental responsibility, and do you recommend that it should be enforced?—I do recommend that it should be enforced in all cases.

1346. What kind of responsibility should be enforced?—In the first instance it must be pecuniary responsibility. I think the parent should be made responsible to the extent of his means, precisely as is done now in cases of bastardy.

1347. For the maintenance of his child?—For the maintenance of his child, while it is either in gaol or under reformatory treatment. Of course the amount of responsibility must depend, in all cases, on the discretion of the magistrate, or the recorder, or the judge who awards it. In some cases it may be found that 1 *s.* per week, or even less than that, would be as great a burthen as a poor man could bear; whereas, in other cases, 2 *s.* 6 *d.* or 3 *s.* per week would be necessary.

1348. Would you recommend that, in all cases, an order should be made on the parent?—In all cases I would lay down as a principle that it should be done. The power of carrying it into effect may be another question; but I do not think that a parent who is a well-disposed parent, and who has done the best for his child, should therefore be exonerated. A well-disposed parent, as far as my observation goes, may have done the best for his child, as far as his judgment goes, and a man may be doing what he considers best for his child, whereas in the opinion of every person who is competent to form an opinion, he is doing the very worst. To illustrate what I mean, I may state that parents with whom I have conversed on the treatment of their children, have told me that they have done the best they could for a boy when he came out of gaol; and when I asked them what they had done, the answer I have received in nine cases out of 10 has been, that they have given him a good beating.

1349. Do you recommend that in every case the magistrate should make an order on the parent for the expenses of maintaining the child in gaol or in a reformatory institution?—Yes, I think there should be in all cases a discretion with the magistrate to do it, and that it should be the rule to do it.

1350. Would you require him to do it, in all cases, even where he was satisfied there was absolute inability?—If there was absolute inability it would be quite

quite idle to attempt to enforce it; but wherever he found he could enforce it, he should make the order. Rev. *T. Carter.*

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1351. Then wherever the magistrate was satisfied there were any means on the part of the parent to comply with such an order, would you say that he ought to make the order quite irrespective of the question, whether there had been negligence on the part of the parent or not?—Yes, quite irrespective of negligence. Two instances have been referred to; and I take them because they have been already alluded to, although many others occur to my mind. In one case it was a girl; she was the oldest of three children; she had been twice convicted of felony, and had been several times summarily convicted. She has a younger sister, who has also been convicted of felony, and is now sentenced to transportation, and she has a brother who is in the industrial schools. The mother has been eight or ten times in gaol, and is now living as a common prostitute, separated from her husband. The father is a tailor, who can earn easily 20*s.* a week, and is living in a wretchedly miserable way, from hand to mouth (if I may use the expression), just working long enough to keep him in necessaries, and spending his earnings in card-playing and drinking, and going about from house to house. If you wanted to ascertain whether that parent was able to maintain his child, and you visited his house, you would say that there was great destitution and poverty; for I visited the place myself, and a more wretched hovel I think I never saw; and although the man is in that state, it is his own fault entirely; and he can, if he chooses to work, earn (as I have said) 20*s.* per week; and in such a case it ought to be enforced. If the man had been the father of an illegitimate child, the magistrate would not take those circumstances into consideration, but order him to pay whatever the wages he could earn would justify; and I say that the same principle ought to be applied with reference to other children. If that man, or others in similar circumstances, knew they were to be mulcted in this way, and found that the payment was enforced, they would naturally say to themselves, "I have had to pay for this child while he was in gaol; it has been a great hardship; I know that I shall pay if the child goes there again." And he would see that it was his interest to keep the child out of gaol if he could, either by placing him as an apprentice or keeping him under better supervision, and not allowing him to go out at nights. I think it would be a species of terror, at all events, held over the parent, which ought to be enforced. I do not say that a parent ought to be exonerated from his natural responsibility under any circumstances.

1352. Mr. *Adderley.*] By what sort of penalty would you enforce these orders?—I think that must depend entirely on circumstances. In this case I am not prepared to say whether the charge should be 1*s.* 6*d.* or 2*s.*; but, as a general rule, I would fix the amount which is necessary.

1353. Would you enforce it by imprisonment?—By distraint, if there was anything whereon to distrain, or by imprisonment.

1354. The same as in orders in bastardy cases?—Yes.

1355. Where a parent was too poor, would you inflict any other penalty, instead of costs, on the parent for not having taken care of his children?—If it were real poverty, arising from destitution, or from sickness, or from the husband being thrown out of employment, or the failure of any particular trade, the magistrate should ascertain where the fault was; and if the fault was not with the parent, I would not enforce it at the same amount.

1356. Supposing there were no means at all to go on for costs, but that the parent should appear to be in fault and negligent, would you propose in such a case any penalty of another kind?—If the parent were negligent, he should suffer, as he would on the failure of making a bastardy payment, I would imprison him.

1357. Mr. *M. Milnes.*] How would you deal with a common tramp, who appeared to be a pauper, whose child had committed a theft?—That is a difficulty which I am not prepared to answer. It is not possible to fix on a plan which is altogether free from objection. We should miss our aim altogether if we waited until we got any plan which was entirely free from objection. If a man is a tramp it is a difficult matter to do it.

1358. You wish the law to be precise as to the obligation of the parent to contribute to the support of the child, while it is in some reformatory establishment?—Yes.

1359. But you wish power to be given to the magistrate to remit the penalty according

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according to his discretion?—Precisely. I was present the other day when a number of parties were brought up for default in the payment of their parochial rates; small amounts were remitted, and certain proportions were enforced. In some cases they were forgiven altogether, on proof, which the magistrate took pains to ascertain, through the officer, that they were really positively incapable, not from negligence or a desire to evade them, to pay their rates. In such cases the magistrates have a discretionary power, and they exercise it properly.

1360. Do you think that the establishment of the obligation, that a parent should support his child when suffering for a legal offence, would itself be of use in raising his sense of that parent's obligation, among these classes generally?—I think it would; but it would require time to bring that feeling about. It would not be done on the instant. If they were made to understand it, they would of course be made to understand their responsibility as parents. It would be, I think, in many instances, a new idea to them. One great advantage of it, as a principle, would be, that it removes the objections which are made by some parties, to criminal children being provided for by charitable efforts, when well-behaved children have no aid extended to them. If the parent of children who are well conducted and well maintained, and against whom there is no charge, said, "There is more being done for my neighbour, who is a drunken fellow, than for me," that objection would cease, if he was answered by the fact that although more was done for his neighbour, he was made responsible for it. That is a powerful objection, in the minds of many people.

1361. Are you aware that under Sir John Pakington's Act a fine may be imposed upon a child?—I am not aware of its ever having been enforced.

1362. A child as a minor being possessed of no property, would not the fine naturally, in due process of law, be paid by the parent?—I suppose, as a matter of law, it would; I do not feel that I can speak of it as a matter of law

1363. Has not this principle, therefore, to a certain extent been already acknowledged practically?—Yes.

1364. Mr. *Adderley*.] How would you act in the case of a parent being a sailor?—It is the easiest thing in the world to come at a sailor, because his wages may be attached, by giving notice to the shipowner.

1365. How do you propose to charge the cost where there are no parents, or where the parents are too poor?—Of course then you cannot recover it.

1366. On what fund do you propose to charge it?—Not upon any fund; and there I differ from some parties, who propose that it should fall on the parish; I entirely disapprove of that suggestion; I would not have recourse to the parish at all.

1367. Why not?—Because I think it would multiply business; there is no ground, to my mind, why the parish should be made responsible, because you may enforce it without having recourse to the parish, where there are parents; but where there are no parents, the parish cannot recover. I look upon it more as a matter of principle than of amount; I do not see that it is a matter of much moment what is the amount recovered, or whether it is recovered at all.

1368. Then out of what fund do you expect the costs to come where there are no parents, or where the parents are too poor?—The costs cannot be recovered at all; no such order would be made.

1369. From what source do you expect to get the fund which shall cover those cases where there are no parents, or where the parents are too poor?—I do not expect to get it at all; I should look upon that as a case in which no order had ever been made; in all probablity there would be no order if there were no parties responsible. If there are no parents, then of course the child becomes a child of the State, in one way or another; the child must go to the parish under any circumstances.

1370. Your plan contemplates taking such child in the first instance?—If they committed crime they must go either to a reformatory or a district house of detention, as I have described.

1371. Would not those who are wholly destitute of the care of parents, or tutelage of any kind, be the principal objects of such institutions as you propose?—Are you referring to the training ship?

1372. I look on their training ship as a special kind of reformatory afloat instead of on shore; in any kind of reformatory, whether afloat or on shore, how would you provide for discharging the expenses of the maintenance of orphans?—If

—If they are in gaol the expenses of their maintenance must be borne, as it is now borne; and if they are in reformatories, from the ordinary funds of the reformatory institution; if it is supported entirely by voluntary subscriptions, it must be maintained by charity. My object is to enforce parental responsibility. Rev. *T. Carter.* 1 March 1853.

1373. Sir *J. Pakington.*] The plan you have now suggested you are understood to give as a general plan, and that, like all general plans, it must be subject to exceptional cases?—Exactly so.

1374. In an exceptional case in which, either from poverty or otherwise, the parent is unable to pay the allowance you contemplate, would you retreat upon the fund which would be liable for the maintenance of that person under other circumstances?—Yes.

1375. If the individual were a criminal in gaol, would not the borough fund be liable for the maintenance; and if he were in a charitable institution, would not the funds of the charitable institution be liable?—If he be sent to a charitable institution, the charitable institution must maintain him. I am speaking of the principle of enforcing parental responsibility. Where there are no parents the idea fails.

1376. In suggesting the plan of parental responsibility, have you considered in what way it ought to be marked in practice?—I have. The responsibility of parents should of course be enforced in every possible case (all are agreed on this), to the extent of the ascertained means of the parent; but the difficult part of the question is how to enforce it, and how to recover the amount awarded by the court or committing magistrate. The proposal to throw the onus of enforcing the parent's responsibility upon parishes within which an offence may be committed, is sure to be distasteful, and to call forth opposition and resistance. It would be expensive in its process; and, judging from the way in which parochial duties are performed generally, would be ineffective. I would not therefore even attempt to obtain the intervention of the guardians, but I would adopt other means for accomplishing the ends proposed to be obtained through them. I would have attached to each "District House of Detention" an independent officer or bailiff, similar, for instance, to inspectors of cars, inspectors of nuisances, parochial relieving officer, &c., whose sole duty it should be to conduct this part of the business, to trace out the parent of the offender, and to summon him before the magistrate or petty sessions of the place, not necessarily in which the offence may have been committed, but in which his settlement or residence may be on the warrant of the committing magistrate, and to carry into effect by distraint, or apprehension of the party, or otherwise, the order or award of magistrate or sessions. The only anticipated formidable opposition, that from parishes and unions, would thus be avoided. I would have it done by a district officer.

1377. You have suggested that the magistrate before whom the offending child is brought, should in all cases impose a payment on the parent, if there is a parent, at the time?—That should be the rule.

1378. Then you would have to provide for the mode of recovery from the parent who was saddled, and that duty, you are understood to say, you would impose upon the officer connected with the institution to which the child is sent?—Yes.

1379. Who should appoint that officer?—The parties who have the direction of the institution. I do not think it is a matter of importance, if you get the right man, who appoints him.

1380. You suggest that all institutions should appoint an officer for that special purpose, and that that officer should be armed with authority to look for the parents, and to recover the penalty imposed upon the parents?—Yes; and I think the officer would do it much more easily than it could be done by the parochial authorities.

1381. Then, to parents who from poverty are unable to pay, would you give a power of appeal to prove their inability?—Yes; either before a committee of magistrates, or before one or two magistrates. It is not a matter which I have fully considered; but I think it may very easily be arranged to whom the appeal should be made. The advantage, as it seems to me, in the duty devolving upon a particular officer, would be, that in large towns particularly, (and I speak more with reference to Liverpool,) the officer who attends the police court, from his connection with the institution, would be possessed of knowledge about these

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children, and would be enabled to ferret out those whom he did not know. If a boy be known to the police, from three or four previous commitments, his antecedents are well known; and by only handing an order which had been made before to the officer, he would be enabled to judge of the possibility of enforcing it.

1382. Would it not be better that the law should require the magistrates, in all cases, to impose a payment on the parent, where there is a parent, and leave the recovery or the exemption to some other authority?—No; I think the recovery should be in the way I have described.

1383. Would you throw upon the magistrate the onus, in every case, of deciding whether the parent was or was not competent to pay?—He would have the same means of deciding that question, as he has with regard to a person upon whom an order is asked for the support of an illegitimate child, where he inquires into the circumstances of the parent, and makes his order accordingly. In one case, if he ordered a large amount to be paid, it might be oppressive; and in other cases, if he ordered a small amount, it would be trifling, and would not discourage the thing. I think there is something analogous in the two cases; and the magistrate would easily acquire, through the medium of the officer whose duty it would be to enforce the order, a full knowledge of the circumstances of the parent; but it ought to be left to this one officer, or to him and his assistant, because they would necessarily become acquainted with the habits, and haunts, and circumstances of the parent, and be able to give the magistrate full and satisfactory information as to the actual circumstances of the parent.

1384. You were understood to state that you would give the magistrate full discretion to enforce payment or not, as he might think fit?—Of course, he must have a discretion, or he would make orders on parents who were totally unable to pay.

1385. *Chairman.*] Is not the analogy rather more like the case of making an order, under the statute of Elizabeth, upon a parent to maintain his child, than like the case of bastardy?—Probably it is so.

1386. The case of bastardy is of a penal character; and the other is the means the statute takes of enforcing a natural obligation?—Yes.

1387. Would you treat this as a kind of natural obligation upon the parent to pay, whenever he could do so, for the maintenance of his child, in gaols or in reformatory institutions, as he would pay for his maintenance out of them?—That is precisely my meaning.

1388. Then in every case where the relation of parent and child was established, you would make an order upon the parent for the expense, without going at all into the question of whether that parent had been negligent or otherwise in the treatment of the child?—Unquestionably.

1389. Then if it became necessary to enforce payment afterwards, from the parent allowing the payments to get into arrear, you would have the power of applying to another magistrate to enforce that order, and you would give that other magistrate, to whom the second application was made, a discretion as to whether he would enforce it or not, under all the circumstances; is that what you mean?—It is not what I should like, because the same magistrate would not perhaps adjudicate.

1390. Would you give power to another magistrate to enforce the order of the first magistrate?—Yes; because I look on the office.

1391. Mr. *Miles.*] Suppose the case of two honest parents with a large family, doing everything they can to bring up their children well, and that notwithstanding all their care one of the children gets, against their will, into bad society; they do everything they can to reclaim him; they correct him in every possible way; they use all their parental authority, and yet the child becomes a convict?—I should exceedingly deplore a case of that kind being visited with anything like hardship; but that parent is not damaged in the slightest degree, if you merely charge him with the same amount of maintenance that he would have been liable to while the child was at home.

1392. Mr. *Tufnell.*] Suppose the child provided for himself by thieving, and had not been chargeable to his parents at all, would you enforce payment of a penalty on the parents, although they had done all they could to reclaim him?—That is what I understood to be the bottom of the question; that the parent has done everything he can to keep the child from crime, but has failed. I say that I should

I should be very sorry to visit that parent with hardship or severity; I would not enforce the order so rigidly as I would if the parent had been a negligent parent. Rev. *T. Carter.* 1 March 1853.

1393. Mr. *M. Milnes.*] Would not the practical effect of such a law, in the case to which allusion has been made, be, that a parent would consider twice before he let the child go away from him at all, and would pay for the damage the child had done, and if possible keep the child out of the eye of the law?—I think that is very likely to follow; if the parent found that the child had committed damage to the extent of 6 *s.* or 8 *s.*, he would be only too glad to pay it; but then arises the question of compounding a felony; and I do not know how you could admit it.

1394. Would that be more frequently the case than happens in our own rank of life?—I apprehend if my own children committed a felonious act, and I treated for a settlement of it, I should be amenable to penalties for attempting to compound a felony.

1395. *Chairman.*] With regard to the cost of maintenance; you say that should be obligatory in all cases?—Yes.

1396. Not as a penalty, but as a part of the natural obligation?—Enforcing the natural obligation of the parent, and on that principle only.

1397. Did you not give rather an incautious answer just now, when you said that in some cases you would not enforce it so rigidly; for, if it is a matter of natural obligation, and quite irrespective of whether there has been any default on the part of the parent or not, ought not the indemnity to the institution to be the same in the one case as in the other, to the full extent of the amount expended for the child?—The object I keep in view is to enforce the parent's responsibility; if the parent has done his best to fulfil his duty, I still think it would be necessary to charge him with the maintenance of the child, but I would charge him with a less amount; if the same man had been a dissolute bad fellow, and had means to provide for the child, and neglected the child, I would, instead of 2 *s.*, charge him 3 *s.* or 4 *s.*

1398. Then you would go merely on the principle of indemnifying the institution?—No; the object should be to enforce the responsibility, and if you can do it by charging a man 1 *s.* per week, there is no reason for charging him 5 *s.*

1399. Mr. *Miles.*] Does it not strike you that in what you have just stated you add a penalty to the payment?—There is something in the nature of a penalty, but that would be only in the exercise of the magistrate's discretion. You cannot charge all alike, because all are not in similar circumstances.

1400. Would not anything above the cost of the maintenance of the boy in the reformatory institution assume the shape of a penalty?—Yes, it would; but it would not be enforced with that idea. I think a man ought to defray the cost of the maintenance of his child, as far as his means go.

1401. Mr. *Adderley.*] Supposing an institution of this sort to be supported either by rates or by taxation, do you not consider it a hardship upon the ratepayers that the negligence of a parent, however free from blame, should inflict upon them the maintenance of his children?—I cannot contemplate a case where there is negligence of the parent being free from blame.

1402. Mr. *M. Milnes.*] You wish that in cases where there was not evidence of criminality on the part of the parent, he should pay for the child in the reformatory establishment, something like what the child would cost him if the child had not committed a crime; but that if the parent is criminal he should be amerced in a larger amount?—If the parent is criminal, and he is amerced in a larger amount, there is the idea of penalty. It is a debateable point. That was the purport of my suggestion; and I am free to say that I do not consider my suggestions are free from objection.

1403. You stated that you did not wish this to be applied in cases of parishes; do not you think that parochial education might to a certain degree be improved, and more care taken of children in workhouses by the parish officers finding the burthen of the criminality of pauper children thrown upon themselves?—I think if it were thrown upon themselves it would not increase their desire or their power to improve. I think they are very capable of improvement, and that it is very desirable that they should improve, but I do not think that would produce it.

1404. Mr. *Miles.*] Practically, education is not conducted solely in union schools?—No; we have a large union school, and the workhouse besides, and education is carried on in both.

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1405. Do criminal children not only come from union schools, but from free schools, and from every class of school?—Yes; they are collected from every class.

1406. *Chairman.*] Have many of them not been to school at all?—Yes.

1407. Mr. *Tufnell.*] If a person of large means had been very culpable in neglecting his children, would you exact a higher amount of payment from him than was necessary for the maintenance of his child?—That is a question which was put in another form before. My idea was, that it should be a larger amount; but then it assumes the nature of a penalty. Where there is neglect, there ought to be a penalty; the object is, to enforce parental responsibility. If there is positive parental neglect, I think the parent ought to suffer for his neglect, in order that by such means he may be brought to a better sense of duty.

1408. Mr. *J. Ball.*] From your knowledge of the class of children under consideration, would you not say that a large proportion of them either have no parents who can be found, or have destitute parents, upon whom you cannot impose this responsibility?—There are a great number of children who are in the habit of representing themselves as without parents, whose parents are afterwards found; for it is an ascertained fact, that many of them are taught to deny having parents when they fall into trouble.

1409. Admitting that there are still a large number whose parents are either destitute, or whose parents cannot be found?— Not a large number; there are many cases of second marriages, for instance.

1410. You would say there is not a large number of children whose parents are destitute, or whose parents cannot be found?—I am speaking of those with whom I am more immediately in connexion in the gaol, and I say there are not a large number without parents.

1411. Or whose parents are destitute?—Many of them are in indigent circumstances. I may just refer to an inquiry which was made a few years ago, when the same state of things existed, and which therefore may be said to be applicable. The governor of our gaol of that day visited a number of the residences; I think there were about 60 juveniles in the gaol at the time; and he visited the residences of about 40 or 50 of them. I have a report of that visit, in which it is shown that the average earnings of the families whom he visited, amounted to 20 *s.* a week.

1412. And therefore that a large proportion had parents who could pay for them?—Yes, I think that would be the rule.

1413. With respect to the class who either have no parents, or whose parents cannot pay for them, would you look to the State providing a fund for their maintenance in the institution that you contemplate?—Yes; if they are convicted of felony, while they are so under conviction, it would be so.

1414. Do you think it more just that the tax-payers in general should provide for their support, rather than the district which would have to provide for them if they were simply destitute?—I think so. I do not see why the district should be made to pay. It comes to the same thing.

1415. Do you think it is more just that, as soon as they become criminal, the district should be relieved of the charge, than that it should fall on the tax-payers in general, or, in other words, on the State?—I think it would be better not to attempt to bring into operation the parishes.

1416. Do you think it expedient, or do you think it more just?—I think it expedient, because the law of the land, as far as I understand it, is, that if a child is in real destitution, it is a local charge.

1417. Do you think that, when he becomes a criminal, it should be a local charge?—Yes; with us it is, in fact, a local charge, inasmuch as the corporate fund pays for his maintenance in gaol, and that fact has not driven the corporation to take any steps to prevent it. Hence we may infer that if it were thrown upon the parish, the parish would not do it.

1418. *Chairman.*] Have you any other suggestions to make?—The sentence is now very often accompanied with whipping. I confess that I have a strong feeling against whipping being applied as it now is, by the magistrate, or by the recorder, or by any court.

1419. Would you abolish the punishment altogether?—No; I would leave the power, not as a punishment for the offence which has been committed, but as a punishment for an offence committed during the imprisonment.

1420. But

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1420. But not as part of the sentence for the crime?—Not as part of the sentence; and my reason is simply that there can be no power of discrimination in the court. The court has not the power of discrimination, which is necessary to prevent mischief, in many instances: for instance, in our families we do not treat all our children alike. I know one party who found it necessary with one of his children to be exceedingly severe, and to use harsh treatment, and not to spare the rod; and that parent has been rewarded by the very excellent way in which the child has grown up. To his other child, he never found it necessary to apply the rod at all. If the acts of those two children had ever been the subject of inquiry by the magistrates or the recorder, who could not have known anything of the dispositions of the children, in the one instance flogging would have been the positive ruin of the child, and in the other it would have been necessary. I would do away with it altogether, and run the risk of not doing good, rather than run the risk of doing positive mischief.

1421. Mr. *Miles.*] In the case you have mentioned, does it not strike you that, in all probability, if the two children in the family had been in the lower grade, one would have committed crime, and the other would not have committed crime?—There is such a possibility; I do not say it is a probability. There was no tendency to crime in either of the cases to which I have alluded, in the sense you mean.

1422. In the one case there was a turbulent boy, difficult of control by parental authority, and the other case was a child who did everything his father could wish; putting them lower down in the scale, do not you think that the one would be much more likely to commit crime than the other?—That is a possibility, but we cannot undertake to say that the other would not have done so; what would have been the effect if the other had not been subjected to flogging?

1423. Do not you think that the recorder, or the magistrate sitting on the bench as judge, takes great care not to administer the sentence of whipping, except in peculiar cases?—The peculiarity consists in their being so often in gaol. I conceive that a magistrate or the recorder has little opportunity of knowing the effect that whipping would have. I do not state this from any knowledge of its having been abused.

1424. You have seen the bad working of it?—Yes; and I give that reason to show that it is undesirable to continue it, because you may also do mischief. Mr. Rushton, I may state, would never permit that part of Sir John Pakington's Act to be put into force; but Mr. Mansfield, who is Mr. Rushton's successor, has used it, and he is getting very chary about it now.

1425. From your great knowledge of the effect of imprisonment upon children, supposing it is a first offence, do you think a boy has a better chance of not coming again into gaol, if, being about 13 or 14 years of age, the magistrate should sentence him to be imprisoned for a day, and whipped, or imprison him for three months without whipping?—There are many cases in which whipping would have a deterring effect on a boy, if he were only imprisoned for a day; but it is not a specific. I looked over a list of boys who had been flogged by Mr. Mansfield's order, at the expiration of three months, and a very large proportion of those little fellows came back again. The rule was, that they came back, and not the exception.

1426. Having only been treated with a day's imprisonment and whipping for the first offence?—The principal part of the cases were first offences; and others were not first offences. I know that, repeatedly, the recorder has ordered them to be flogged for second offences. In many cases it has a deterring effect; but I think it is dangerous.

1427. Sir *J. Pakington.*] What are the bad effects you have observed to result from it?—That the boys have been hardened; and, in some cases, if I may use such an expression of such a class, they lose caste, and get taunted about it.

1428. Are you aware whether cases have occurred at Liverpool, in which, under Sir John Pakington's Act, children have been flogged without being committed to gaol, or, rather, in lieu of being committed to gaol, flogging being the only punishment?—No, I believe that has not been done; they have been sent to gaol, flogged, and discharged. I cannot resist the temptation to mention the case of one man (I cannot say that it is in connexion with flogging), who met me in the street, and took a Testament out of his pocket and opened it at the passage, "They caught him, and beat him, and sent him away empty;" but they have

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not done so in Liverpool, for they send them to gaol for two or three days, and then flog them and send them away.

1429. Are you sure that the magistrates do not occasionally avail themselves of that Act, to commit nominally for one day, which in reality is nothing, and make the whipping practically the punishment?—Flogging has been intended to be the punishment; but I may state why they have not been flogged and discharged. The police court is in the vicinity of the Exchange, where "merchants most do congregate," and the Bridewell is in the same locality; and it is so small that if a boy is flogged there his screams raise the whole neighbourhood; therefore, as they have no convenience for flogging in the Bridewell, the boys are sent to gaol; and I think that sending them to gaol is very mischievous, because it makes them acquainted with the gaol, which has a deterring effect only as long as boys keep out of it.

1430. Mr. *M. Milnes*] Is it not the case that a large proportion of the boys are subject to so hard a life, and are so inured to suffering and violence, that this punishment does not act upon them with any great terror?—I do not think it does act upon them with terror. There are many cases which may be cited, to show that it has some effect. I have seen the operation once, and that was enough for me; I thought it my duty to see it once. A little fellow was flogged by the order of a magistrate for some gaol offence. Whipping is a very serious business. The moment the flogging ceased, he drew his dress around him; and he then threatened the officer, a man six feet high, with summary vengeance when he was discharged from gaol. It had no effect upon the lad, and he remained as hardened as ever.

1431. Mr. *Tufnell.*] Are you aware that at public schools it is considered that frequency of flogging entirely does away with the efficacy of the punishment, as far as regards deterring boys from committing faults?—In the public school I was at, flogging was seldom used; it was only used once or twice during two years, and it was a serious affair; but there the master has the power to discriminate.

1432. Mr. *Adderley.*] May not the faults of this punishment rather attach to its abuse from its too frequent administration?—I object to it as inflicted by the court.

1433. Do you object to all corporal punishment?—No; I should be exceedingly loth to say that, but I would only use it under extreme circumstances.

1434. *Chairman.*] Have you any further suggestions to make?—Yes. It will be seen that what I have said thus far has reference to the first of the classes into which I divided juvenile criminals. I will now speak of minor and trifling offences, short commitments for police offences, or offences against by-laws, and not upon questions involving dishonesty. If a plan could be hit upon not to send such offenders to gaol, it would be very desirable; but, so far as my information goes, I see no other mode of dealing with them than to send them to the free industrial schools. There are many offences which swell out the number, which are not offences involving dishonesty. A boy comes into gaol; he becomes familiarised with the gaol; the gaol loses its terror; he is immediately treated as a man; he formed acquaintances in gaol which have a very prejudicial effect upon him; and the probability is, that ultimately he will become a criminal. If such offenders could be kept out of gaol, I think it would be highly desirable.

1435. Mr. *Adderley.*] Will you draw more distinctly the line between the two classes with which you began your examination, dividing juvenile criminals into those who are guilty of acts of dishonesty, and those who are guilty of trifling police offences?—It is a difficult matter to know where to draw the line. There are trifling offences committed by little children, who are sent out by their parents to steal cotton from the cotton bags, as they are being carted along the streets of Liverpool, and a great variety of offences of that kind, which are offences in the eye of the law, but the child has no cognizance of doing wrong.

1436. Does the distinction between the two classes of offences attach to the age of the child, or the nature of the crime, or the circumstances of the child?—I think all should be taken into account. If a trifling offence is committed by a child who is in circumstances to know better; for instance, if a child of 15 years of age is found stealing cotton, and committing acts which he knows to be dishonest, for a first offence I should deal with that child with caution.

1437. Then you draw no very definite distinction, but a discretionary distinction

tion in the mind of the magistrate?—Yes; ordinary police offences, such as throwing stones or any other missile, or obstruction to the footpath by selling fruit, swell out the number; and they are really trifling offences, and more acts of vagrancy than anything else.

1438. If the age of a child is below 14, and the circumstances of the child render his crime more or less excusable, and the nature of the offence is trifling, would you under those circumstances deal differently with the child than under opposite circumstances?—Yes; I should take the circumstances of the child into consideration. In Mr. Rushton's letter there is a case mentioned of a family of the name of Hart, and the youngest of the children of whom he there speaks, and whose chin was just above the dock, continues a criminal, and he is in gaol at this moment. In such a case, when the child was first apprehended, I should take care that he was placed in circumstances in which he must necessarily be trained, and was in a course of being trained; I would have power to place that child in an industrial school, or in some position, at all events, where he would be taken away from the influence of the parents.

1439. In that case you would consider the age of the child?—Yes; and also the circumstances and character of the parents. It is a difficult part of the question.

1440. The line to be drawn is rather uncertain?—It is; I cannot see my way in dealing with these cases.

1441. Still, in your mind, there are two very distinct classes of juvenile offenders?—Yes.

1442. Is it so distinct that you would propose to treat the more venial class by school treatment, and the more culpable by prison treatment?—By prison treatment; having the same object in view, to treat them on the principle of love, with a view to their reformation.

1443. Do you consider that a prison, such as you propose, for the more culpable class of juvenile offenders, would be distinctly a prison; or would it not, according to the plan you have suggested, become rather a penal school than a prison in character?—I should say that it would be a penal school. I do not carry forward the idea which I have of the present prisons to a prison to be hereafter established; I think they should be under an entirely different system of management altogether.

1444. Would there be an amount of restraint and discipline connected with it, such as Parkhurst, for instance, presents?—I have not visited Parkhurst, but I think it would be necessary to have restraint, in the first instance; you must let them, if I may use the expression, earn their parole of honour, and render less binding the restraint as a boy shows he may be trusted. I would let him feel that he has to work out his own reformation, and that he will be assisted in doing it.

1445. Upon the whole, would you give it a penal and severe character?—I do not like the word "severe," as applied to such young children; it depends upon our idea of the word "severe;" I do not mean to recommend anything like severity, but it would be severe to them, in the first instance, inasmuch as it would be a restraint upon their liberty. I may mention a case: I sent a little boy to Red Hill whose time had expired in gaol; he had no parents; his grandfather was receiving parochial relief; in such a case you could not make an order upon the parents of the boy. I sent him to Red Hill; he was very impatient of restraint; he ran away three times, but he was always taken; and now he is very well-conducted, and may be trusted as well as any of the rest of the boys.

1446. For this class of children, would your treatment bear the character of punishment, rather than of simple education?—A boy would not go to the district house of detention unless he had committed an offence; and he must know that if he was sent there, it was because he had committed an offence; therefore he would look upon it as a punishment.

1447. What would be the difference between the school to which the less culpable children would be sent, and the prison to which the more culpable children would be sent?—There would be very little difference; if they are sent to a reformatory institution, or a ragged school extended, it is necessary you should have the power of restraint, and not allow them to go out and in. There would be no other distinction; they would not be distinguished from the other children in the school, nor would there be any distinction in the district house of detention.

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1448. Mr. *J. Ball.*] During your experience in Liverpool, have you had a good deal to do with Irish children?—Yes.

1449. Has anything peculiar struck you in reference to the disposition or the mode of managing those children, as compared with others?—They are all treated alike with us; we make no distinction. In many cases we find that the Irish boys are very precocious; and I generally find that those have been of the migratory class; I mean those who have come away from Dublin when it has become too hot for them; and they are generally sharp clever lads; but there is another proportion of boys whose intellectual powers are very slightly developed, and they come from the west of Ireland.

1450. Are both of the poorest class of Irish?—Yes.

1451. Are they generally Roman-catholics by their parents?—I should say that the majority of Irish boys are Roman-catholics.

1452. Does it strike you in general, with reference to any process for the reformation of criminal youths, that it is a very important thing to awaken or revive early religious impressions?—I think it is very desirable, and I say so without hesitation; because I find that where a prisoner has been an old offender, I have greater probability of doing him good, if he has had an early moral training.

1453. In other words, more especially with reference to schools for the class of juvenile criminals under consideration, is it extremely important to have most efficient means for endeavouring to awaken or revive religious impressions?—Yes; I look upon religious impressions as the foundation of the motive which ought to influence every person.

1454. Do you look upon it as a thing which is more necessary to be kept in view in endeavouring to reform those who have become vicious, than it would be if you were to take an ordinary boy of 14 years of age who, up to that time, had received religious impressions, and had not fallen into vice?—Unfortunately many of them have no religious impressions, and therefore they do not understand the feeling; it requires a longer process than we have in the ordinary course of things, to make them understand anything like a religious impression.

1455. Do you think that a great proportion of juvenile criminals are altogether without religious impressions?—Yes; a great proportion of them are without any religious impressions which have any influence upon them; they know there is a future state, and that they will be amenable.

1456. Do you not consider it advisable in institutions which are intended for the reformation of this class to organise it in such a way as to be enabled to make available to the utmost extent the power of religious influence on the minds of the inmates?—Unquestionably; I should say that every officer ought to be a man under religious influences himself, and that he ought to let the effect of his religion be visible in every act he did and in every word he uttered, and that the boys should see and understand that he was acting from religious motives and influences.

1457. Independently of the conduct pursued by the person at the head of such an establishment, do you consider it desirable that the chaplains, whether resident or not, or other ministers of religion, should be connected with the establishment, so as to have a more especial responsibility for the religious teaching of the inmates belonging to their respective persuasions?—I think it is indispensable that there should be a chaplain attached to every such institution, whether it be a house of detention or a reformatory school.

1458. Do you propose that all the children, without respect to their birth or early education, should be placed under the superintendence of a single chaplain?—I think it is desirable.

1459. Do you think that the children of Dissenters and Roman-catholics should be placed under a chaplain of the Established Church?—I think so; if you open the door to another, you must open the door to all, and it would create a religious distinction; it would make the children think more of religious distinctions, than I think they ought. A chaplain, if a judicious man, may fully and faithfully discharge his duties to people of all denominations of religion, without any compromise of principle at all on his part, and without creating anything like an improper feeling among the objects of his charge; but if you once open the door to the admission of different denominations, they would be broken up into sections, and become parties; and I should fear that mischief would result from it. Of course, priests, and ministers of all denominations, would be admitted whenever prisoners wished to see them.

1460. Permitting

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1460. Permitting the occasional visit of a minister of some separate denomination, do you think that no mischief would result from entrusting what may be called the ordinary religious education of the establishment to a minister of the Established Church?—Although it may look like egotism, I speak from my own experience of things. We have no difficulty at all in the prison. I have disallowed the teaching of the Church of England Catechism to the children indiscriminately. I cannot undertake to teach catechisms of other denominations; but I have Watts' Early Catechism, for instance, in which there are no distinctive doctrines; and I have also the "Catechism of Chief Truths," published by the Christian Knowledge Society, which, I think, children of all denominations may learn without infringing upon any particular dogmas. I do not think it right for a chaplain to insist upon particular dogmas with those who are placed compulsively under his direction.

1461. In point of fact, no inconvenience has arisen?—None. The door is always open whenever a prisoner wishes to see a minister of another denomination.

Jovis, 3° die Martii, 1853.

MEMBERS PRESENT.

Mr. Baines.	Lord Drumlanrig.
Mr. Ball.	Mr. Miles.
Mr. Adderley.	Sir John Pakington.
Mr. Headlam.	Mr. Monckton Milnes.
Mr. Sidney Herbert.	Lord Barrington.

THE RIGHT HON. MATTHEW TALBOT BAINES, IN THE CHAIR.

The Rev. *George Hans Hamilton*, M.A., called in; and Examined.

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1462. *Chairman.*] I BELIEVE you are Chaplain of the County Gaol at Durham?—Yes.

1463. How long have you been so?—Upwards of five years.

1464. Your attention has been directed to the terms in which the reference to this Committee by the House of Commons is couched, and the object we have in view?—I have seen a copy of the resolution, stating the terms of the reference.

1465. Can you give the Committee an account of the present mode of treatment adopted with regard to juvenile criminals in the County Gaol at Durham. I believe it is peculiar in some respects?—It is.

1466. Be so good as to state, in your own order, the manner in which the system there adopted is carried out?—The Magistrates of the County of Durham have very generally adopted a suggestion which I had the honour to make in 1848, namely, that each member of a gang of young persons associated in committing the same offence be sentenced to a different term of imprisonment; and the decrease in the number of juvenile offenders may be principally attributed to the general adoption of that suggestion.

1467. Will you explain the object of that, and in what way it is carried out?—The suggestion was this: that members of a gang of young thieves should be sentenced to different terms of imprisonment. By the adoption of this system, the magistrates have made the prison in many instances the effectual means of breaking up evil associations, and have rendered it possible, to restore each prisoner on his discharge from gaol to his relations, or to put him in the way of obtaining an honest livelihood.

1468. Take as an illustration, a particular case. Supposing you had half a dozen boys brought before the sessions for having been associated together in stealing a till, in what way would the magistrates deal with those parties?—The magistrates almost invariably sentence them to different terms of imprisonment, so that the expiration of their sentences might not be on the same day; and that they might thus be prevented from meeting each other at the door of the prison, and from relying upon each other for sympathy and support after their discharge from gaol. If this were not done, one bad boy might lead into further crime the

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other five, or a certain number of the five, who otherwise might have been induced by the religious teaching of the prison chapel and school, or from the deterring power of the prison discipline, to adopt an honest mode of obtaining a livelihood. The general results, both before and after the adoption of this system of sentencing the members of the same gang to different terms of imprisonment, prove its importance.

1469. The crime being the same for which the parties are committed, upon what principle is the distinction in the term of imprisonment made?—The distinction is generally founded upon some portion of the evidence; for instance, in the case which has just now been suggested of stealing a till, the boy who stole the till would probably receive the longest term of imprisonment, and the boy who received the till on the outside of the shop, being probably younger, would receive the next term of imprisonment; and the boy who received a certain portion of the money, and did not absolutely receive the till, but was aiding and abetting, would receive a less term of imprisonment; but if there appeared no other distinction, that of education or age would be deemed sufficient. If one boy can read and write and another cannot, that distinction might be made by the chairman in passing sentence. He might say to the boy who can read and write, "You have less excuse than so and so, who has never been to school;" or, in the case of a boy of 14 or 15, leading a boy of 11 or 12 into mischief, the distinction is very apparent, and perfectly consistent with justice, and meets with the general approbation of the bench.

1470. I understand that in every case where such a distinction can be made, the chairman or judge makes a point of sentencing the parties to different terms of imprisonment?—Exactly; and that distinction is observed not only at Quarter Sessions, but also in cases summarily disposed of under the Juvenile Offenders Act, in cases of vagrancy of persons of suspicious character, "reputed thieves," "frequenting a certain place with the intent to commit a felony," and such other cases as often amount almost to felony.

1471. Has the adoption of the system been found productive of benefit?—Yes; since the adoption of this system there has been a progressive decrease in the number of juvenile criminals committed to prison; and I have every reason to ascribe these favourable results to the adoption of this system, and I believe some of the magistrates are of the same opinion.

1472. How long has the system been adopted?—Since 1848.

1473. Will you go on to the next point in which you conceive your system to be peculiar?—The second point, which I conceive to be very valuable in its effects on boys is, that we keep them entirely apart from the other male prisoners. So well has this worked, that we are at this moment making alterations to carry out the system further than it has already been. The Secretary of State has just sanctioned an arrangement by which the prison for boys will be as distinct from that for other male criminals as the women's prison is now required by law to be; so that boys will not only not see the men while in the gaol, but they will never see the men's prison. "Boys' House of Correction" will be written over the door at which they will enter, and they will be treated in that prison more like boys than it is possible to treat them in an ordinary gaol. Their minds will thus be impressed with the idea, that if they continue in crime, something worse, viz. the men's prison, is in store for them.

1474. Up to what age do you consider them as boys?—Generally speaking, we adopt the distinction made in the Juvenile Offenders Act, and regard parties of 16 years and under as boys; but there are some boys of 15 years of age, who, at the discretion of the Governor and Chaplain, on account of their bad character and frequent recommitments, would not be placed in the boys' prison. The boys in Durham House of Correction are under the separate system; but they are associated in the school, and for other purposes.

1475. What is the third point in which you consider your system peculiar?—The third point that we find useful in the treatment of boys is, that they are employed in spade husbandry in a field behind the prison; the field is the property of the county, and was conveyed with the site of the prison. Such a wall as is commonly known as a prison wall is not necessary, but there is a garden wall seven feet high round the field, which is sufficient to keep out the intrusion of the public looking at the boys while at work; the gate is such an one as is generally attached to a field. It is found practically unnecessary to have that field inclosed by a high wall; one man can take care of 15 boys without

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without any fear of their escape, when they are in the prison dress, and under good discipline. Spade husbandry such as I have described has an excellent moral effect, by giving to boys the constant habit of self-control. It also prevents boys from becoming stiff in their limbs. It is found in almost every prison by persons of experience that boys, after six months' imprisonment on the separate system, become stiff in their knees; we find that when employed in the field, this does not occur.

1476. Lord *Drumlanrig*.] Have you found no attempt to escape?—None whatever.

1477. *Chairman*.] What kind of supervision are the boys under?—The Wardsman, who is a Gardener, and selected by the Magistrates on account of having a good manner in the treatment of boys, superintends them.

1478. He is not a common turnkey, or an ordinary officer of a gaol?—He is a wardsman, appointed specially to superintend the boys; he is by trade a gardener, and can therefore direct their proceedings in the field.

1479. What is the quantity of land you have for this purpose?—One acre and a quarter.

1480. Is it taken by the county?—It was conveyed to the county as part of the original site of the prison, and is situated just outside the walls of the prison; it has a garden wall round it, and was bought by the county magistrates in order that they might be able to add to the prison at any time, if this ever became necessary.

1481. What is the next point in which your system is peculiar?—The next point which tends to the reformation of the boys is the prison schools; we allow boys two hours a day for school instruction, and also they are permitted to attend the Sunday school, which is held in the prison for adult males and females, as well as for boys. These means are found very efficient for discovering the boys' dispositions, and improving their moral character.

1482. Lord *Drumlanrig*.] How many hours a day are they in the field?—That of course depends very much upon the weather, and upon the season of the year. Sometimes they are very much longer at work in the field than at others; during the season for planting and digging out potatoes, boys are employed in the field for a longer time than in winter.

1483. *Chairman*.] I suppose there are daily services in the chapel?—Yes, daily services; exposition of the Scriptures, and Prayers; the daily service lasts about half an hour, but the time for school instruction is in addition to that given for attendance at chapel.

1484. The daily service, I presume, is conducted by yourself?—Yes.

1485. What is the next point?—The next matter, which is of the highest importance, is the disposal of the juvenile criminals after their discharge from the prison; we have an instrumentality at work in Durham which has been, I am happy to say, very successful. The first instrument which we use is what is called "the Chaplain's Circular," a copy of which I hold in my hand; this letter is sent by post to the parent or nearest relative of each prisoner under age, one week before he is discharged from gaol.

[*The same was read, as follows:*]

The Gaol, Durham.

day of 18 .

I write to inform you that your will be discharged from this prison on day next, the day of at eight o'clock in the morning.

I beg that you will come to meet h at the above place and hour, and endeavour by your care and influence to keep h from falling into further crime.

Geo. Hans Hamilton,
Chaplain.

To

I would, if the Committee will allow me, lay before them a Table showing the result of 749 copies of "the Chaplain's Circular," which were sent by post to the parents, masters, or nearest relatives of 749 criminals under the age of 21 years, discharged from Durham Gaol in 1851 and in 1852.

[*The same was read, as follows:*]

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TABLE showing the result 749 Copies of "The Chaplain's Circular" sent by Post to the Parents, Masters, or nearest Relatives of 749 Criminals, under the Age of 21 years, discharged from Durham Gaol in 1851 and 1852.

	1851.		1852.		TOTAL.	
Special answers from parents, masters, or relatives.	96		28		124	
Answers containing money to take prisoners home.	42		21		63	
Juvenile criminals met by parent or relative, upon their discharge from gaol, at the time and place mentioned in Chaplain's Circular.	116		158		274	
Total Number of successful Communications with the Parents, Masters, or Relatives of Juvenile Criminals -		254		207		461
Returned through Dead Letter Office - -	27		19		46	
Unnoticed by parents, masters, or relatives -	187		55		242	
Failed - - - - - - -		214		74		288
TOTAL Number of Copies of Chaplain's Circular posted - - - -		468		281		749

1486. I believe there is at Durham a refuge for discharged prisoners?—Yes, there is.

1487. Male and female?—Yes, male and female adults, and juvenile prisoners of both sexes; but it is principally, of course, for the young, their youth giving a more favourable opportunity for such assistance being successful.

1488. Does it include young women?—It is principally for young women and boys. I might be allowed to mention, before entering upon this subject, that one of the great difficulties we experience in restoring young criminals to their friends is, that very bad persons, old companions in crime, meet prisoners on their discharge at the gate of the gaol. There have been cases where prisoners have had relatives waiting for them; and I have known a daughter, for instance, pass her father at the gate and not speak to him, and go away with some evil associate; I saw this myself, only a few days ago. It is very difficult to suggest a remedy; but perhaps you will allow me to say, that if it were made "an act of vagrancy" for persons of reputed bad character to meet prisoners on their discharge from gaol, and if it were made punishable as such, the police might take them up, and we might thus get rid of that difficulty.

1489. Mr. *Adderley.*] Supposing the mother were a bad character, would you have her taken up as a vagrant if she came to the gaol to receive her children coming out?—What I would venture to suggest is, that if persons of bad character, not being the near relations of prisoners, met them at the gaol gates upon the morning of their discharge from prison, they might be punishable as "reputed thieves" now are under the Vagrant Act. The police would then be able to keep badly disposed persons from attending at prisons for the purpose of recruiting their ranks from those just leaving the reformatory treatment of our prison discipline; and I feel sure that if means were devised for carrying out this suggestion, we should be more frequently successful in restoring prisoners who leave our gaols to their relations, or to a reputable employment.

1490. *Chairman.*] How is this Durham Refuge supported?—By the voluntary contributions of magistrates and other benevolent persons.

1491. How many are received into it?—It is an institution which is invisible; we purposely keep it so, and it is perfectly unknown to the Criminal Class. Young women who have not been upon the streets, servants, for instance, who have stolen from their mistresses, or persons sent to prison from respectable homes, we receive into a room in the house of one of the schoolmasters of the prison, if they are willing to go there; and from thence we get them places as servants,

servants, or restore them to their families. Women of worse character, who ought never to be mixed with persons of better character, are received into the Durham County Penitentiary, which has been established on account of the difficulty we have had in providing an asylum for this class of women. With regard to boys who leave the prison, the Refuge funds, which are at the disposal of the governor and chaplain of the gaol, are employed thus: the chaplain sees each prisoner in private previous to his discharge from the gaol; and when giving his parting admonition, if a boy says that he is anxious to adopt some mode for gaining a livelihood, and as nearly all lads in the county of Durham have a taste for a sea-faring life, I give the boy a note to a shipping agent, who lives in Sunderland, marking it with the gaol at the top, and writing "County gaol" across it, lest he should make an improper use of it in begging, or by showing it to any one but the agent, to whom it is directed. As a test, he is required to walk 12 miles, from Durham to Sunderland; if he deliver the note to the shipping agent employed by the managers of the Refuge, he is received into his house there, and taken care of by his wife, who is a respectable, motherly person; and in a few days he is bound apprentice and sent off to sea; the whole system being recognised by the chairman of the Marine Board, who is himself a County Magistrate, and takes a deep interest in the matter, and by the gallant captain who has the conduct of the Marine Board, and who also takes a great interest in these boys' welfare, and allows his shipping agent to act for the Refuge for Discharged Prisoners. I will, with your permission, give a Table, showing what has been done by the Refuge for Discharged Prisoners. This institution was established in 1848. The following summary points out the result of its operations in four years.

[*The same was read, as follows:*]

	1848.	1849.	1850.	1851.	Total.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
Expenditure - - -	29 – –	30 – 5	68 4 2	71 13 4	198 17 11
Discharged prisoners, restored to their relations or placed in situations in which they could earn an honest livelihood, &c. - -	78	66	150	243	537
Of these, failed, but have not been recommitted - - - -	1	3	* 6	* 11	21
Recommitted - - - -	2	2	* 4	9	17

* These numbers include the failures and recommittals of some who were assisted in the previous years, and who continued for a time to give satisfaction, but afterwards relapsed into their former evil habits.

In the 537, who have been assisted with the very small fund of 198 *l.*, are included some of those children who were met by their parents; and also those who were partly assisted by money sent by their relations, but who received some assistance in addition from the funds of the Refuge. In both these cases there was but little expense incurred by the institution. This explains the very small expenditure as compared with the numbers.

1492. Mr. *Miles.*] Can you divide the expenses?—No, I have no memorandum from which I could immediately answer that question.

1493. Then we cannot come at the real sum which it has cost the public in providing for those prisoners?—With regard to that, I may state that 5 *s.* 6 *d.* a week is paid for each young woman who is placed in the Refuge provided for young women; and it costs on an average about 10 *s.* 6 *d.* for each boy whom we send to sea.

1494. Taking the whole number of your prisoners included in that report, and separating those who are taken home by their friends and parents, and those who have had money sent them to take them home, can you tell us to how many individuals you have been of use after their imprisonment, and at what cost?—We successfully assisted in the last year 229 discharged prisoners; of these, 97 were at the solicitation of the managers of the Refuge, met by their parents

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or taken home at their cost, or that of their masters; the remainder, namely 132, were successfully assisted at a cost to the institution of 71 *l.* 13 *s.* 4 *d.*, being at the rate of 10 *s.* 10 *d.* per head. Last year may serve as an illustration of what may be done.

1495. Lord *Drumlanrig.*] Of the 242 whom you said you had received no answer from, should you suppose that they are children without parents, and so destitute that they are thrown upon the world without anybody to look after them?—Many of them may have had parents: but the "Chaplain's Circular" was unnoticed by their parents, masters, or relatives.

1496. Have you a large number of children in the prison who tell you that they have no parents?—Very frequently that is the case.

1497. Do you give in the Refuge any preference to those who say that they have no parents to go to?—With regard to those who have parents, we first of all try to restore them to their parents; and with regard to those who have no parents, we become their guardians for the time. No young persons leaving the gaol are refused assistance, if we entertain the slightest hope of their reformation, and if they are willing to adopt the course we mark out for them, but we never give discharged prisoners money from our Refuge funds.

1498. Mr. *Miles.*] Can you follow in any way the lives of those children who were without parents, and who, without having money sent to them from their friends, were discharged from your gaol?—We would gladly become their guardians for the time, and provide for them, unless, when they left the prison, they were determined not to take our assistance; and then of course they rejoin the criminal class, and almost invariably they are recommitted in a week or two.

1499. Can you separate the number that did so, from the number who took the charity that you afforded them?—The following Table will give the Committee this information:—

TABLE showing the "Probable Fate" of 150 JUVENILE PRISONERS, being the Number of that Class who were Discharged from *Durham* Gaol in the Year 1852; and also recording the Number of Times that 30 of them were Recommitted during the same Period.

	Number of Individuals of 16 Years and under, Discharged in the Year 1852 from Durham Gaol.			Recording the Number of Times that 30 of them were Recommitted during the same Period.						
	Males.	Females.	Total.	Once.	Twice.	Three Times.	Four Times.	Total Males.	Total Females.	Grand Total.
Returned to their evil ways, having refused assistance; or whose characters were so hopeless that assistance was not offered to them	19	7	26	–	–	–	–	–	–	–
Of these recommitted in 1852 — Males	–	–	–	8	2	–	1	11	–	–
Of these recommitted in 1852 — Females	–	–	–	3	1	2	1	–	7	18*
Met by parents, or assisted by Refuge	82	18	100	–	–	–	–	–	–	–
Of these recommitted in 1852 — Males	–	–	–	2	–	–	–	2	–	–
Of these recommitted in 1852 — Females	–	–	–	2	–	–	–	–	2	4†
Accepted a letter from the Chaplain to the Shipping Agent, but failed to fulfil the test of walking 12 miles	9	–	9	–	–	–	–	–	–	–
Of these recommitted in 1852 — Males	–	–	–	3	2	–	–	5	–	5
Doubtful	14	1	15	–	–	–	–	–	–	–
Of these recommitted in 1852 — Males	–	–	–	3	–	–	–	3	–	3
Of these recommitted in 1852 — Females	–	–	–	–	–	–	–	–	–	–
TOTALS	124	26	150	21	5	2	2	21	9	30

* Four of these, two boys and two girls, have been sentenced to transportation during the year.

† Two of these, one boy and one girl, are now under the patronage of the Refuge, being received a second time after their recommitment to prison.

1500. Mr. *Adderley.*] What is the size of this refuge?—The refuge for girls is but one room in the assistant schoolmaster's house.

1501. How many girls can you accommodate there?—Four at a time.

1502. How many boys can you accommodate?—Four; we never have more than four at a time; they remain but a few days until they are sent to sea.

1503. How many adults can you accommodate?—We send them out to a lodging,

lodging. If a man, after a long imprisonment, wishes to give up his former evil life, we get him a respectable lodging, and pay for it so much a week, until we obtain employment for him; perhaps he remains there only a few days or a week or two before he is employed.

1504. How long have you had girls remain at this refuge?—We have had a girl remain for six months, but that was under peculiar circumstances.

1505. Do you find it easier to get situations for those persons than you did formerly?—We find it easier every year.

1506. There was a prejudice at first against taking parties who had been in gaol?—Yes; I took one as a servant myself, and she conducted herself well for six months in my service; this set an example: others did the same, and the difficulty is decreasing.

1507. What do they do while they remain?—They are employed in making clothes for themselves and their successors in the refuge, and also in knitting and sewing. We have in the refuge a little store of clothes, under clothes particularly, which are suitable to persons of that class. The earnings of the inmates of this refuge, last year, were 1*l.* 18*s.* 5*d.*, from their knitting, sewing, &c., in addition to the clothing that they made for themselves.

1508. You have mentioned the occupation of the girls; what is the occupation of the boys?—They are always engaged with the shipping agent looking out for a ship; they have no employment whatever; we give them sailors' jackets to make them look a little like sailors, and send them out with the agent to seek a master.

1509. Do they all find employment on shipboard?—Yes; some run away and steal the jackets which we give them; the number of failures are recorded in a Table already before the Committee, but they are very few when compared with the number who turn out well. We have no difficulty whatever in getting ships for them.

1510. What sort of house is this refuge; is it a common lodging-house in a street?—There are two places, one for females in Durham; and the other for males in Sunderland; the sailor lads go to Sunderland, and they are taken into the shipping agent's house. Young females are taken into a room in the house of the gaol schoolmaster.

1511. You have no refuge for boys in Durham?—No; a boy who was unwilling to become a sailor, but wished to be a pit-lad, or to go to a factory, we would send to a lodging, as we do the men. I hold in my hand an account of a lad who was unwilling to go to sea and was otherwise provided for. It is headed, "Not to despair of improving boys by proper treatment." It states how the boy was treated upon his first commitment, and after his recommitment, and how he has turned out. "R. R., aged 12, a wandering child; mother dead; father deserted him six months before his first commitment to prison. Never has earned anything by work; first commitment for one month under the Vagrant Act, 'for frequenting a certain place with intent to commit felony;' father's occupation a tailor; a native of the parish of R., in the county of Durham; could read imperfectly; had been one year at a day-school, and half a year at a Sunday school during his mother's lifetime; could say the Lord's Prayer, but neither the Creed nor the Ten Commandments; stated, 'I was in L. workhouse for 10 days about a month before I was taken by the police; I left the workhouse to look for my little brother and sister, who were with my father when he left; my father drinks very much at times.' This boy, upon his first discharge from prison, was taken to S. ragged school and remained there four months, and gave satisfaction to the managers. Having committed some fault his food was stopped, and he ran away, Not many days after he was recommitted to prison for 14 days, as a vagrant, 'for lying out at night;' and upon his being discharged the second time from prison, employment was obtained for him in a carpet manufactory, the Durham Refuge for Discharged Prisoners agreeing to pay for his board and lodging with a respectable person 6*s.* per week and R. R. agreeing to bring his wages to the managers of the refuge fund each week. He has continued at his work for seven months, and has each week brought his wages according to his agreement, which have amounted to 4*l.* 10*s.*" The Committee will perceive from this statement that one of the ways in which we dispose of children is by sending them to ragged schools, where they are boarded, the managers of the Refuge contributing sometimes towards their support.

1512. Do you know what the boys cost per head there?—They cost, I think, about

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about 2*s.* 6*d.* a week, but that sum does not include any payments to the master, or for rent or general expenses. The case quoted above shows that we ought not to despair of a boy even if he be recommitted to prison, nor should we ever refuse to give him an opportunity of becoming an honest member of society.

1513. Mr. *Miles.*] Do you not think that, from the statement of the boy, if it was true that he first ran away to look after a young brother and sister, the child's character was innately good?—I believe his to be a case in which the boy having been taken in time, he has become a useful member of society; but his was just a case in which, if discharged from prison with other bad boys, he might have taken up evil practices and joined the criminal class. His statement was, that he left the workhouse to look for his little brother and sister.

1514. Have you reason to believe that that was false?—No; I never knew him tell a lie, and I have known him for nearly a year.

1515. Mr. *Adderley.*] Do you suppose that those children are generally orphans, or have they homes?—The majority of those whom we take into the refuge have lost their parents; or their parents are so bad that they have not answered the chaplain's circular. I have here a Table showing the domestic condition of juveniles when committed to the Durham prison in 1852.

[*The same was read, as follows:*]

TABLE, showing the Condition of Juveniles when committed to Prison, 1852.

	MALES.	FEMALES.	TOTAL.
Living at home with their parents	60	15	75
Apprentices	33	-	33
Servants	3	7	10
Wandering about, without homes	56	5	61
Prostitutes	-	13	13
TOTAL	152	40	192

1516. Of those who have parents, is it a very common case that one parent is a step-parent?—Very common. One fruitful cause of crime in young persons is the cruelty of step-parents.

1517. Lord *Drumlanrig.*] You have enumerated certain advantages of the system adopted at Durham; have you any evidence that those advantages have in any way proved an inducement or incitement for bad and wickedly disposed parents to abandon their children, or throw them upon the public, in order that the public may provide for them?—There is not a single instance of any person coming to me, or of parents relying upon us for support from our refuge. This may arise from the peculiar mode of management. It is a society perfectly unknown to the criminal class; none of our reports appear in the newspapers; and, in fact, the persons assisted by us do not know that there is a society supporting them; they think that it is to the governor, to the chaplain, or to the ladies who visit them, that they are indebted for this assistance.

1518. Mr. *Adderley.*] You stated that some of the boys had run away; were not they aware of this society?—They knew that they had received a note, and that they must walk 12 miles to deliver it; and having got a coat, they ran away with that coat, and deceived the governor and chaplain of the gaol; but they would not know anything of the existence of this society.

1519. They would know the contents of the note?—If they opened the note they would find that it ran something in this way: "Sir,—Be so good as to get a ship for John Jones, who does not bear a very good character, and send him to sea;" having an institution with "Durham Refuge for Discharged Prisoners" over the door, would, I think, have a bad effect; but we consider it important that it is not publicly known that we have such an institution.

1520. Mr. *Headlam.*] Are the boys who are committed to prison agricultural boys?—Very few of them.

1521. Where do they come from?—From the towns of Durham, Sunderland, Gateshead, Stockton, South Shields, Darlington, and Hartlepool.

1522. In

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1522. In all those large towns there is a class of boys living on society?—Yes, more or less so.

1523. Lord *Drumlanrig*.] Is the penitentiary you mentioned a little time ago supported by voluntary contributions?—Yes. That is for females who have lost their character.

1524. *Chairman*.] Is the gaol at Durham the gaol to which prisoners for the whole county are committed?—It is the general gaol and house of correction for the county, and the boroughs attached to the county; none of our large boroughs have any gaols attached to them.

1525. Mr. *Miles*.] How many prisoners will the gaol hold?—There are 214 cells certified for separate confinement, and in addition, 50 others may be associated during the day and separated during the night. The number committed in the last year was 1787, exclusive of debtors.

1526. What is the daily average?—About 250, exclusive of debtors.

1527. When full, what number will the prison contain?—We had 319 last week, but that was a very large number.

1528. You have not told us the average number of juvenile delinquents you have in the prison?—We have a daily average of about 20 boys, and of about five girls.

1529. You have told us that the general way in which those boys are occupied is in a field, an acre and a quarter in extent, with a wall six or seven feet high, which they can easily get over, and that there is a common gate to it. Do you think that if the number of those juvenile delinquents was larger, and they were still under the superintendence of the gardener, they would be as safe as they are now?—I think so; from our own experience as well as that of other institutions both at Mettray and Redhill, there is not the slightest necessity for a wall round the land or garden attached to a prison for boys; they have a prison dress, which is not very remarkable, but remarkable enough to make them ashamed of themselves if they were seen by the public, and they are also under excellent discipline in the gaol. They walk out of the prison to this piece of land, with spades over their shoulders, under proper superintendence; 15 can be attended to by one man.

1530. Have you ever been at Parkhurst?—No; but I have visited Redhill.

1531. From the reports relating to Parkhurst Prison, you are aware that there are warders there?—Yes.

1532. Do you conceive that they are the most proper persons to entrust juvenile delinquents to for reformation?—If I rightly understand the inspectors' reports, the warders at Parkhurst are retired military men and non-commissioned officers; these may be most efficient; they have one quality which I think essential for persons in that position, namely, military precision; and if they combine with this other qualifications, they make the best officers; at the same time, I think there are qualifications superior to that of military precision.

1533. The benefits which have occurred in Durham Gaol you attribute a good deal to the description of warder that you put over those boys?—Yes.

1534. He is able to give them proper directions as to their industrial employment, and at the same time has very great influence over the boys?—Yes, he exercises a good moral influence over them.

1535. Comparing this system of yours with that which is adopted at Parkhurst, which, for the moral reformation of the boys, should you say would be the better of the two?—For boys, I should say, select your wardsman for the peculiar power he has of managing boys; this is absolutely necessary if you are to succeed. If the wardsman be generally harsh, he steels the boys' hearts and dispositions against him, and obtains no moral influence with them.

1536. Do not you conceive that generally a kindly feeling, and disposition to be friendly with the boys, has a very good moral effect over them?—Certainly; it is absolutely necessary for their reformation.

1537. Viewing it generally, what are the qualifications that you think requisite in warders of juvenile offenders, so as to promote, as much as possible, their reformation?—It is very difficult to describe the character required, but it is a certain amount of knack in dealing with boys; something of a parental way of dealing with them, manifesting an anxiety for their mental improvement, and leading them to value what is good by example and kindness.

1538. Mr. *Adderley*.] You have no preference, from the nature of the office, for the warders that preside over the boys at Parkhurst or at Durham?—If

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a military man, combining in his character the other qualifications which I think essential can be obtained, I consider he is the very best person to be employed as warder.

1539. Mr. *Ball.*] You have known individuals who came up to your idea of what a warder ought to be; can you give any idea of the sort of salary which you consider a person suitable for the office should receive?—That will depend upon the part of the country in which the prison is situated; we have no difficulty in obtaining a man of the requisite qualifications at a comparatively low salary.

1540. What is given to a warder?—Eighteen shillings a week, I believe, is about the average.

1541. *Chairman.*] How long has this system which you have described been in operation in the county gaol of Durham?—This system has been gradually coming to greater perfection since 1848, when we began making the change in the system; but I might say it is not yet fully developed. The magistrates are now convinced of its utility, and are making a separate prison for boys.

1542. What have you observed of the success of the system during the time it has been in operation?—In answer to that question, in the first place, I may be allowed to put in a Table, showing the last year's success of the Refuge. This Table distinguishes also the different ways in which the boys were disposed of.

[*The same was read, as follows:*]

TABLE.

	Assisted.	Succeeded.	Failed.	Recomitted.
Young men and boys sent to sea	49	47	1	1
Boys who ran away before obtaining employment	3	-	2	1
Sea apprentices restored to their ships at the cost of this Institution.	19	18	-	1
Sea apprentices restored to their ships at the cost of their owners, but at the solicitation of this Institution.	4	4	—	—
Boys and young men restored to their parents or relations at the cost of this Institution.	15	14	-	1
Boys and young men met by their parents or relations at the prison gate, and taken home, or sent home by railway, at the cost of their relations.	94	93	-	1
Aged or infirm persons sent home by railway	2	2	—	—
Sent to an infirmary	3	3	—	—
Men and women for whom employment was obtained	12	12	—	—
Sent to a workhouse	2	1	-	1
Taken into a ragged school	5	3	-	2
Young women restored to their parents or other relations.	26	25	-	1
Young women placed out as servants	5	3	2	—
Ditto - sent to Newcastle Penitentiary	1	1	—	—
Ditto - now in the Refuge	3	3	—	—
TOTAL	243	229	5	9

1543. Mr. *Miles.*] Do those include the whole number discharged during the year?—No; some have refused any assistance at all.

1544. Can you give us the number of these?—There were 150 juveniles discharged from Durham gaol last year, and 100 of these were assisted, and 50 refused to be assisted. "Succeeded," in this Table, means, that as far as we know they have continued in their situations; that is, we have not heard that they have done wrong. "Failed," means that they have run away, or that we know that they have turned out badly, and have become criminals again, or have done something to disgrace themselves. Then I have another Table, showing

ing the probable fate of 3,166 prisoners, which may give additional information as to the numbers required.

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[*The following Table was read:*]

TABLE showing the probable Fate of 3,166 Prisoners after their Discharge from *Durham* Gaol in 1851 and in 1852.

	1851.	1852.	Total.
Returned to their former evil practices	618	502	1,120
Returned to their former employment	195	251	446
Returned home to their families	254	219	473
Young persons restored to their parents or nearest relations	135	158	293
Commended to the clergyman of their parish	39	29	68
Commended to a ship agent, to be sent to sea	84	94	178
Apprentices returned to their masters	95	58	153
Commended to masters of ragged schools	11	9	20
Taken into the refuge, and placed out as servants	7	6	13
Sent to a penitentiary	2	4	6
Otherwise disposed of	185	211	396
Total Number of Prisoners discharged from Durham Gaol in 1851 and 1852	1,625	1,541	3,166

1545. *Chairman.*] Your attention has been turned to the question of getting boys out into situations?—Yes, it has necessarily, as manager of this refuge.

1546. In your judgment, is the experiment suggested by Mr. Carter, and to a certain extent adopted in Liverpool, one of a character from which good may be expected?—It is not necessary in our county, for we can dispose of boys generally upon their discharge from the gaol. The managers of the refuge have worked their way to gain the confidence of the public, and we have no difficulty at all in obtaining situations for the boys. I have no experience of a training ship, such as Mr. Carter described; but my idea is that boys would corrupt each other very much if associated in this ship, and that it is better to send them off separately to China, or Australia, or India, as we do. Having made an impression on the boy's mind that it is for his good that he should adopt an honest mode of living, we then get him bound to some kind master, and send him on a distant voyage; and he finds when he comes back that his former evil companions have changed, and he has in the meantime imbibed honest and manly feelings from the crew with whom he has associated. I would rather not have the boys associated for six months in a training ship, as Mr. Carter suggests. It may be necessary at Liverpool, but it is unnecessary with us.

1547. Mr. *Adderley.*] You find that the demand for these boys is so great, that masters are willing to take the boys without any scruples?—I have no difficulty now in obtaining masters willing to engage them; at first, I solicited good-natured, benevolent owners of ships to take boys on trial, explaining the whole circumstances of each case; and having thus asked persons to take boys, and they having turned out well, the neighbouring shipowners heard of it; and in that way they are now anxious to give these boys a trial.

1548. *Chairman.*] The difficulty is less and less every year?—Yes.

1549. Mr. *Adderley.*] And the demand is greater?—Yes; on account of the desertion of ships in Australia, the demand is greater.

1550. *Chairman.*] Have you concluded what you were going to state upon the subject of the peculiar treatment you adopt in Durham County Gaol?—Yes.

1551. Will you state what results of the system you have observed?—While the population of the county of Durham increases annually about 9,000, a progressive decrease has taken place in the number of criminal children since the adoption of the reformatory and refuge means which I have mentioned; and the table which I hold in my hand gives an account of that progressive decrease.

[*The same was read, as follows:*]

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TABLE showing the PROGRESSIVE DECREASE of CRIMINALS under the Age of 20 Years.

	1848.	1849.	1850.	1851.	1852.
Under 12 years - - - - -	22	17	13	8	8
Under 20 years, including the above	727	609	598	567	523

1552. Mr. *Adderley.*] Have you the numbers the previous years?—Not being chaplain of the gaol at the time I am ignorant of the statistics of previous years, but I know that moral contamination within the gaol was very great; the boys slept in the same room with the men, and the boys were recommitted much oftener than they now are; this I have heard from those who were in office before I became chaplain of the gaol. The county of Durham ranks best in the kingdom with regard to the number of juvenile criminals, having one male juvenile criminal in every 4,958 of the population; whereas Northumberland, including Newcastle, which is the next county, has one in every 1,176 of the population. The gaol in Newcastle is anything but what it ought to be; there is no separate system, and boys and men are associated. The number therefore of recommitments of boys, according to the chaplain's report, is very great. Mr. Clay, the chaplain of Preston Gaol, has given the table from which I have just quoted in his report for 1851, in which the proportion of male juvenile criminals to the population in each county in England is given.

1553. Do not you find great difficulty in following out the distinctive plan of your gaol, and varying the term of imprisonment for a gang of boys detected in the commission of the same offence?—That, of course, is at the discretion of the magistrates; I made the suggestion originally, and I find where it has been adopted it has worked well. The magistrates do not appear to find any difficulty at quarter sessions in varying the term of imprisonment of boys convicted of the same offence.

1554. Does it not seem a very arbitrary distinction: for instance, in the example you gave of a set of boys robbing a till, you have supposed that the boy actually caught robbing the till would have the longest term, whereas the boy outside receiving the stolen goods would have a shorter term; would not the boy receiving the goods outside be, in many cases, the worse of the two?—The evidence might show that the boy outside had encouraged the boy inside to rob the till; and if so, he would of course receive the longer term of imprisonment.

1555. Will you state a little more fully upon what plan such a distinction is drawn?—The distinction is not made by myself; it is made by the magistrate. I have suggested to the magistrates, that if they would be so good as to sentence boys detected in committing some offence to different periods of imprisonment, there would be greater opportunities of disposing of them when they left gaol, of keeping them from association with each other immediately after they are discharged from prison, and from being recommitted. The magistrates have carried this suggestion out almost universally. One boy of a gang may have been previously convicted under the Juvenile Offenders Act; another may have been in prison before, under the Vagrant Act. The distinctions are almost innumerable, when the magistrate sets his mind to work to find out an honest and fair distinction.

1556. Sir *J. Pakington.*] Is it carried to the extent of passing different sentences upon boys who are included in the same indictment?—Certainly.

1557. In such a case the distinction would be very slight between the case of one boy and of another, would not it?—That would be entirely in the mind of the bench; practically a fortnight or a month's difference in the term of sentence has been very generally made. One boy may be sentenced to one month, and another to two months' imprisonment.

1558. Where there was no distinction with regard to the criminality of the boys?—One of them may have been previously committed under the Juvenile Offenders Act, or he may have been committed as a vagrant.

1559. You cannot say, in such a case, that the distinction was drawn solely for

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for the purpose of carrying out your principle?—That was the magistrate's intention, though he made the distinction arise from the circumstances of the case.

1560. Mr. *Adderley.*] You mean that, when the evidence was adduced, there were generally some special circumstances which would justify the distinction?—That is so in almost every case.

1561. *Chairman.*] Whenever it is practicable to draw a distinction, the magistrates do so for the purpose of carrying out that object?—That is the practice in the county of Durham.

1562. Mr. *Adderley.*] Your second point was the gradual increase of the separation of boys from adult prisoners, so that with the sanction of the Secretary of State the building in which the boys are confined shall be quite distinct from the rest of the prison?—The magistrates are now carrying out this arrangement. There will be a separate entrance to the boys' house of correction; it will be on the top of one of the wings for adult males; but there will be a perfectly separate entrance, and separate staircase.

1563. Still it is part of the same building?—It is part of the same building; it formerly contained sleeping cells; two sleeping cells are thrown into one, and made into a cell for separate confinement. There is a large corridor between the two rows of cells, in which the school will be taught.

1564. Are the boys always separated from the men?—Yes; they are separated from the men, and from each other.

1565. To what extent do you separate the boys from each other?—They are now on the separate system, except when taken out of their cells for school for two hours a day, for chapel for three quarters of an hour a day, and for employment in the field.

1566. What do they do in the separate cells?—They pick oakum on wet days, when they cannot go out to work.

1567. Should you approve of a still further separation of the boys from the adult prisoners?—We are about to keep them perfectly distinct.

1568. To what extent?—They will never see the adult prisoners. They will be within the same boundary walls, but there will be a separate staircase leading to the boys' prison, with a door from the yard, to which they will be brought by the policeman. "Boys' House of Correction," will be written over the entrance. Boys will be taken up this staircase, and will come to a place which will be perfectly distinct from the men's prison.

1569. You made use of an expression, in speaking of the further separation of boys from adults, that in this boys' house of correction they were treated like boys; what did you mean by that?—I alluded to giving them more time for school instruction than is given to adults; and also to the mode of dealing with them by the officer; it should be more good-natured, less harsh, and of a less penal character and tone. Instead of saying, "Do so and so," he would say, "My good boy, do so and so," with more kindness of manner than he would give orders to an adult prisoner. There would be a somewhat less penal tone and character in his address to them.

1570. Did I rightly understand you to say that on Sunday the boys and adults are placed together?—At present they are; but the magistrates have ordered, upon my suggestion, that there shall be a large pew in the chapel, round the chaplain's desk; and that the boys enter by a separate door, and be perfectly separate from the men, so as not even to see them; in fact, just as women are now separated from men in all prisons.

1571. Do you find that there is much difference in the amount of difficulty experienced in treating juveniles, as between girls and boys?—I think they are equally susceptible of good impressions.

1572. In carrying out the system which has been suggested, do you think the reformatory treatment which you propose would be equally applicable to boys and girls?—In such case so few female children are sent to the prison, that it would not be worth while to establish a treatment for girls distinct from that in force for women; but in larger prisons I think it is very important indeed that some system should be adopted, by which girls should be kept separate from women during their imprisonment, just as boys ought to be kept apart from men; and that a less penal mode of treatment should be adopted towards them. I could not, however, recommend the adoption of this course to the magistrates of our own county, because very few girls are sent to prison. The prison for

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females at Durham is upon the separate system, and girls are generally sentenced to very short periods of imprisonment.

1573. *Chairman.*] Are the girls kept separate from the women in the chapel?—They are not; they meet each other in the chapel, at the Sunday school, and also when walking for exercise.

1574. Will you proceed to describe to the Committee the changes which you consider to be desirable?—There appears to me to be a necessity for retaining the present system of sending juvenile offenders to houses of correction in certain cases. Many boys commit petty offences for which it would not be just that they should be sent for any long period to a reformatory institution; nor it is desirable that they should be sent to any great distance from their homes. I will illustrate that statement by two tables.

TABLE showing the OFFENCES of JUVENILES, being 16 Years of Age and under, committed to *Durham* Gaol and House of Correction in 1852.

	MALES.	FEMALES.	TOTAL.
For trial at assizes or sessions	10	10	20
Committed under the Juvenile Act	22	4	26
Vagrant Act, *i. e.* reputed thieves, &c.	55	16	71
Ditto - ditto - for begging	2	1	3
Ditto - ditto - for gambling	4	-	4
Bastardy	1	-	1
Apprentices for leaving their work	28	-	28
Servant for leaving her place	-	1	1
Assaults	13	6	19
Smuggling	2	-	2
Trespass	13	1	14
Disturbance in a workhouse	-	1	1
Cruelty to animals	2	-	2
TOTALS	152	40	192

TABLE showing the probable CAUSE of CRIME in JUVENILE PRISONERS committed in the Year 1852.

	MALE.	FEMALE.	TOTAL.
Drunkenness	2	2	4
Idleness	20	3	23
Ignorance	23	7	30
Distress	3	2	5
Profligacy	1	1	2
Bad example	5	1	6
Covetousness	17	6	23
Bad temper	8	5	13
Neglect of parents	33	3	36
Want of intelligence	1	-	1
Total depravity	5	7	12
Comparatively respectable	26	-	26
Uncertain	8	3	11
TOTAL	152	40	192

From these it will appear that it is not at all desirable that apprentices should be sent to any great distance from their masters; and 28 apprentices, of 16 years and under, were committed to prison in the last year. Nor do I think that young persons living in service at the time of their commitment should be sent to a great distance. The probability is, that at the intercession of the chaplain all, or nearly all, apprentices and servants might be restored to their former masters. Nor do I think that boys committed for common assaults, of which there are a good many, should be sent to a great distance from their homes. We have some boys committed,

mitted to our prison for smuggling, whom it would not be necessary to send to a reformatory institution; and also for being disorderly in the workhouse, for trespassing, and for cruelty to animals. I do not think it would be desirable that boys should be sent to any great distance from their homes for such offences; nor is it necessary to send them to a reformatory institution; therefore I would argue that it is necessary to retain houses of correction for these boys.

1575. Mr. *Adderley.*] All the cases which you are now enumerating are cases for houses of correction, in your opinion?—I think houses of correction must be retained for such cases, because it is not desirable to send such offenders to any great distance from their homes; nor is it necessary that they should be for any length of time under reformatory treatment. These boys, however, are easily induced to join the criminal class by evil associates, older in years and in crimes than themselves, with whom they become acquainted in many of our gaols and houses of correction, as at present conducted. If therefore the present system of committing *any* juvenile offenders to houses of correction must be continued, I would suggest that the houses of correction ought to be improved in their juvenile department, so as to make them what the name indicates, that is, really houses of *correction*, and that the treatment of all criminal children be commenced by committing them to these improved houses of correction.

1576. *Chairman.*] What improvements in the present houses of correction do you suggest for that purpose?—I would suggest that the boys' houses of correction should be kept as distinct and separate from the prison for the other male criminals, as the prison for females is now required by law to be. The same staff of chief officers would regulate the boys' house of correction, but the wardsmen for the boys' house of correction should be chosen on account of their peculiar qualifications for the proper treatment of boys. I would, secondly, suggest that a field should be attached to each boys' house of correction, in which they might be employed in spade husbandry. Thirdly, that the boys should be allowed at least two hours in each day for school instruction, in addition to the time for chapel services. Fourthly, when boys' houses of correction are thus improved, I should like to see power given to the magistrates to commit boys under the Juvenile Offenders Act and the Vagrant Act for a longer period than the law at present allows.

1577. Mr. *Headlam.*] What length of period would you recommend?—I should wish the power to be extended to imprisonment for six months under the Juvenile Offenders Act and Vagrant Act, when the boys' houses of correction are really places where they may be reformed.

1578. Do you think six months would be long enough?—I think an impression may be made upon a boy, and his habits changed in six months, under proper treatment.

1579. Sir *J. Pakington.*] I understand you to be speaking now of the summary powers given under the Juvenile Offenders Act?—Yes.

1580. You wish to extend those to six months instead of three?—Yes, and also in cases of vagrancy, which approach in practice very nearly to felony.

1581. *Chairman.*] Would you extend the power in any other cases?—Yes, in cases of malicious damage, where malice is shown. Such a power would also give the magistrate greater opportunity of varying the sentence, and of awarding different terms of imprisonment to boys convicted before him of the same offence.

1582. Have you any suggestion to make with regard to the disposal of juvenile criminals upon their discharge?—This is of the highest importance. I would suggest that the chaplain, under the direction of the visiting magistrates, should have by the rules of the gaol the charge of providing for the restoration of juvenile criminals to their respectable relations or to reputable employment; beginning, as soon as a boy is committed to the house of correction, to consider what is the best mode of disposing of him when he leaves it. This should be done, first, by some such instrument as "The Chaplain's Circular," which has already been laid before the Committee; this might be sent by post to the natural guardian of the juvenile criminal a longer period before the term of his imprisonment expires than is practised in Durham Gaol.

1583. You mean the circular which is sent to apprise the parents or friends that the boy will be discharged at such a time?—Yes, with an admonition to take care of him attached to it by the chaplain. If this were sent out, say 14 days or a month, previous to the prisoner's discharge, it would give more time

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for an answer to be returned to it, and for the visiting magistrates to form their opinion of that answer. The circular might also inform the parent that if it were not answered satisfactorily, the second suggestion I am about to make would be carried into effect; namely, that the visiting magistrates be empowered to issue their summons to bring the parents before them at a particular time and place (their travelling expenses, &c., being paid, at the discretion of the magistrates, out of the county rate): and if the visiting magistrates were not satisfied that the parent was able and willing to keep his child from criminal practices, they might require him to enter into security, and to give one or more bondsmen (as in cases where parties are bound over to keep the peace), to ensure that the child shall be kept from committing crime. If the summons be not obeyed, or sureties be not found, or if the boys be orphans or deserted by their parents, it might be made lawful for the visiting magistrates to detain such juvenile criminals in custody under the same treatment as that imposed on prisoners for trial, and they might be disposed of in the following way under their direction, viz. first, by sending them to ragged or industrial schools under Government inspection. I think such inspection desirable, because it may be requisite to give legal powers to detain boys in such schools. Secondly, by binding them apprentices to sailors, and so on, as is now done by the Durham Refuge for Discharged Prisoners. The expenses of carrying out these arrangements might be paid out of the county rates, upon the order of two visiting magistrates. There is at the present moment an Act which was passed in the fourth year of the reign of George the Fourth, giving the visiting magistrates the power of paying any sum not exceeding 1*l.* out of the county rate to a prisoner upon his discharge, for the purpose of finding him tools, or sending him home. Under that Act the magistrates never turn prisoners out without giving them something. A man is given 4 *d.*, for instance, if he be a vagrant, just to take him out of the parish in which the gaol is situated. It does not cost us 1*l.* a head to dispose of our juveniles, in a satisfactory manner. There is no new principle in the suggestion that visiting justices might pay out of the county rate, for disposing of boys, a sum not exceeding 1*l.*, under this Act of Geo. 4.

1584. Have you any other suggestion under this head?—If the authorities of the boys' house of correction failed in any, or all of the above-named modes of restoring juvenile criminals to their respectable relatives, or to a reputable employment; or if the character of the boy appears to them to be such, that if treated in any of the above-mentioned ways, he would not cease from his evil course of life, I should wish to see it made lawful for the visiting magistrates to detain such boy in custody (under the same prison regulations as are now imposed upon prisoners awaiting their trial) until the next quarter or general sessions or gaol delivery. In very many cases boys would volunteer to remain in gaol; in some cases I have asked the magistrates to allow juvenile criminals to remain for a few days under the protection of the prison until some means were provided for their subsistence; and I have known juveniles apply for leave to remain in gaol after their term of imprisonment had expired, and they have willingly done so, rather than go out and commit further crime.

1585. What do you propose shall be done at the next gaol delivery?—That juvenile criminals should then be brought up before the court, and if it shall appear to the judge of assize, or the justices of the peace assembled in quarter or general sessions, that it is desirable, for the boy's advantage, and for the protection of society, that he be afforded opportunities of reformation, the court shall direct that he be sent to "the reformatory farm school," and detained in the same during "Her Majesty's pleasure."

1586. Is not that the way in which boys are treated in France who are found to have acted without discernment?—The idea is taken from the law of France. There, boys are brought before the court, and when a special verdict is brought in, that they have "acted without discernment," they are sentenced to be detained till they are 21 years of age, and they are thus detained unless the minister of state interferes. But I think it would be desirable that the period should be "during Her Majesty's pleasure," and then it would be left to the authorities of "the reformatory farm school" (which would of course be under Government inspection) to settle the time and terms on which young persons would leave it. I think it particularly desirable that they should not know the time at which they are to leave the reformatory institution. If they knew that they were to leave at a particular age, they would look forward to that age as the period when they

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they would be removed from under the influence of that institution; and that very feeling would keep them from giving their minds to moral improvement, and prevent their reformation. As soon as an apprenticeship offered itself, a scheme might be made out which, with the sanction of the Secretary of State or one of the Government Inspectors of Prisons, might be adopted; the boys might thus either be sent to sea, to a colony, or placed out, at home or abroad, in some situation in which they might procure their livelihood by honest industry. Very many boys, I should say from my own experience the majority of the boys, when brought before the court, would volunteer, rather than return to their criminal practices. They would say, "I will be very much obliged to you to allow me to go to the reformatory farm school,"

1587. Would you suggest that the court, in taking upon itself the power of sending a boy to "the reformatory farm school," should enter upon any other inquiry?—I would suggest that the court should also inquire to what parish the juvenile criminal belonged, that is where his legal settlement was; and that the court should make an order upon the parish to pay any sum, not exceeding 4 *s.*, per week to the treasurer of "the reformatory farm school," towards his maintenance and education for each week of his detention. The court should further inquire into the domestic circumstances of the juvenile criminal; and if he have a father living, and able to pay towards his son's maintenance and education, the court should be empowered to make an order upon the father for any sum not exceeding 2 *s.* 6 *d.* per week for every week of his son's detention in "the reformatory farm school." This might be recoverable by the parochial authorities, as in cases of "neglect of family," and by them appropriated as reimbursement, in part, of the sum to which they have become liable, as above stated. The parochial authorities would thus come in between the parent and "the reformatory farm school." The parochial authorities would pay the treasurer of "the reformatory farm school," which might be for a union of counties, a certain sum, as settled by the court, not exceeding 4 *s.* a week; and they would have the power of recovering from the father a certain sum, not exceeding 2 *s.* 6 *d.* a week, as reimbursement in part of the payment they had made; thus keeping the collection of these small sums within the locality in which the parent lives.

1588. Mr. *Adderley.*] Limiting the amount to be paid by the parent to 2 *s.* 6*d.*?—Yes.

1589. The difference between the 2 *s.* 6 *d.* and the 4 *s.* would always fall upon the parish?—If the Court saw right to make an order on the parish for the maximum sum of 4 *s.*

1590. Mr. *Miles.*] How would you place the different proportions upon the parents and upon the parish in the following case which occurred in the Westminster Court yesterday: "Edwin John Fulbrook, only 13 years old, was charged with threatening to stab his mother, and also a policeman. His father was a very sober, well-conducted man, and the mother paid the utmost attention to her family at home; but all their endeavours to curb the violence of defendant's disposition were unavailing. Care was taken that he should not run into the streets; he had plenty of good food and every comfort that their humble means could afford; but his conduct was such as to cause his parents great anxiety." The policeman was then called; he "proved the mother's statement, and stated that the defendant said he would serve any policeman in the same way if he dared to touch him. Upon the witness seizing him, he kicked him several times." The sentence was as follows: "With a view of ascertaining what effect the instruction and attention of the chaplain might produce upon the defendant's mind, the magistrate remanded him for a week"?—I should certainly say that if the court had sent that boy to a boys' house of correction, such as I have described, and afterwards he had been detained in "the reformatory farm school" during Her Majesty's pleasure, the parents would most unquestionably be anxious and willing to pay 2 *s.* 6 *d.* a week, because they would get rid of a very naughty boy, who had attempted to stab them, and very cheaply get him educated and supported; that is, if their circumstances were such as to allow of their paying 2 *s.* 6 *d.* a week (for of course the wages of the parent must be taken into consideration when making an order upon him for such payment), they would cheerfully do it to restrain and educate such a boy. If we had such an institution, good parents would be delighted to avail themselves of a place where a boy would be kept from evil associates, and be trained in kindness and obedience towards them, and taught his duty to God and to society.

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1591. The mother states, in the case which has been mentioned, that they are in humble circumstances. Taking the whole sum chargeable for each boy in these reformatory schools at 4*s*., you state that you would not throw the entire amount upon the parents?—According to my scheme, the court could not settle more than 2*s*. 6*d*. per week upon the parents. The circumstances of the parents must be taken into consideration; the court would examine into their circumstances; and might say, "Here are good parents, in humble circumstances; they have the misfortune to have a very bad child; we will make an order that they shall pay (it might be) only 9*d*. a week."

1592. Mr. *Adderley*.] If the parents could pay the 4*s*., why should not you inflict the whole payment upon them?—I think it would be very hard upon the parents of criminal children, so far as I know this class of persons (there may be a very few exceptions), that they should be called upon to pay such an amount as 4*s*. a week for one child.

1593. Mr. *Miles*.] Would the cost of his maintenance at home be anything like 4*s*. a week?—Nothing like it.

1594. You would think it a hardship to compel them to pay more than the maintenance of the child at home would cost them?—That is the reason I propose that the payment should be limited to the maximum of 2*s*. 6*d*. a week. The system of having the payment come partly from the parish would, I think, be advantageous as regards the parochial authorities as well as the parents.

1595. Mr. *Adderley*.] Your idea is, that the charge upon the parents should depend rather upon their circumstances than their conduct?—Upon the whole of the circumstances. The amount of their wages and their conduct would be taken into consideration by the court.

1596. You do not consider it so much in the light of a punishment upon the parents, as putting upon them the expense of maintaining their child?—I think it is very important to maintain parental responsibility, and to prevent parents of bad character from throwing their children upon "the reformatory farm school."

1597. Mr. *Miles*.] You would regard it then partly as a punishment upon the parents for not maintaining a proper control over their children, and partly as putting upon them the cost of maintaining their own child?—Yes.

1598. Mr. *Adderley*.] To what extent would you take into consideration the conduct of the parents in fixing the amount which they should pay?—That would be a matter of detail which would be in the discretion of the court adjudicating upon each case.

1599. Do you mean that where a parent was not to blame you would lighten the cost of maintenance to that parent?—I think probably it might be so. If the parent were a virtuous person, and in poor circumstances, as in the case which has been supposed, that would be a reason for putting upon him a less payment.

1600. Do you see no hardship in inflicting upon the ratepayers the cost of maintaining children whom their parents cannot control?—I think it is the best thing for the ratepayers, and would prove the most economical mode of disposing of criminal children; at the same time, the system I propose would unite parents, parochial authorities, and ratepayers, in one common interest, to prevent juvenile delinquency.

1601. Is not 4*s*. a very high amount for the maintenance of a child?—I think if we have proper reformatory farm schools, it would require the whole of the 4*s*., taking into consideration the staff which must be maintained.

1602. *Chairman*.] You think it might be done for 4*s*.?—Probably, with the exception of the chaplain's salary, which might be arranged in another way. The difference between the actual cost per week for each juvenile in the reformatory farm school, and the sum paid by order of the court through the parochial authorities, might be met also in the manner which I hope to have an opportunity of laying before the Committee when describing what I mean by a "Reformatory Farm School."

1603. Supposing the settlement of the criminal were in a different county, how would you proceed then?—If his settlement be without the counties so united for the purposes of the reformatory farm school, and the parent be resident within the same, the county, city, &c., in which the original criminal was committed, should pay from the county rate the sum so ordered by the court as above,

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above, which sum the county might recover from the parish in which his settlement is at any time proved to be.

1604. So that the county rate of Durham in such a case would, in the first instance, be liable, and then indemnity might be obtained from the parish in which the settlement was ultimately proved to be?—Yes.

1605. Mr. *Ball.*] I understand your suggestion is, that the charge which should be imposed either upon the parish or the parent should include not only the cost of maintenance, but the establishment charges of the reformatory school?—I do not think if the reformatory school were conducted on the best principles, that 4 *s.* a week would include everything; and I have suggestions to offer for the purpose of making up the difference when I come to that head.

1606. *Chairman.*] Supposing no settlement could be ascertained, how would you proceed?—Supposing the court should be unable to ascertain the settlement of the juvenile criminal, I should like to see it made lawful for the court to make an order upon the treasurer of the county to pay any sum not exceeding 4 *s.* a week to the treasurer of the reformatory farm school, until the settlement of the juvenile criminal should be ascertained or his discharge obtained, the father being liable to the county or city for his portion, as stated before with regard to the parish.

1607. So that the treasurer of the county would be the person to take proceedings against the father?—The treasurer of the county would pay the sum settled by the court, and he would look to the parent for the portion ordered by the same court to be paid by him; the *onus* would lie upon the county to see that reimbursement in part was obtained from the parent.

1608. Mr. *Adderley*] Your proposal is, that where there is no settlement the charge should fall upon the county in which the crime is committed?—If the settlement can be ascertained, I would fix the liability upon the parish, because it is already so by law; if it cannot be ascertained, then the liability should lie upon the county in which the crime is committed. The same principle is already applied in the case of pauper lunatics whose settlement cannot be ascertained. The county in which the lunatic is found, pays for his maintenance in the asylum.

1609. Would you object to simplifying your suggestion by making all such charges fall upon the parish where the crime is committed?—I think where we have a law establishing a particular liability, we should not change it without a very good reason for doing so; otherwise a parish might get rid of a liability by the children legally belonging to it committing crime in the next parish.

1610. Mr. *Ball.*] What you have referred to as the institution of refuge is in some degree a refuge for female prisoners; but in point of fact it is chiefly an institution for the patronage or protection of persons discharged from gaol, so as either to restore them to their families or obtain employment for them?—It is so.

1611. Do you contemplate the passing of a law for the purpose of authorising the expenditure incurred for purposes of that description being charged upon the county rate?—I have suggested that the powers already given by a particular Act of Parliament might be made available for that purpose.

1612. Have you considered the mode in which such objects could generally be administratively carried out; you have mentioned in the course of your evidence, that you thought it not desirable that such institutions should be public institutions well known to the prisoners?—I think it is a very important element, in the adoption of any such measures for the benefit of prisoners, that it should be as quietly done as possible.

1613. Do you contemplate that such a system shall be administered through voluntary agency?—I would leave it to the discretion of the officers of the prison, including the visiting magistrates and chaplain; I would make them the administrators of the fund which the law now authorises to be paid out of the county rate as far as 1 *l.* for each discharged prisoner.

1614. Is it your opinion, that in general such a body would be able adequately to carry out the system of providing for young criminals discharged from gaol?—I think where it was shown that the system did so much good, and prevented so many re-commitments and so much consequent expense, the agency which I have suggested would be immediately brought to bear upon it, and that willingly. One or two persons might be associated with the visiting justices to carry out the details, or extra visiting justices, who had a desire to do good in this way, might be appointed for this particular object.

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1615. In the society with which you are connected, apprenticeship to the sea service is the chief way of providing for boys, is it not?—Yes.

1616. Have you any suggestions to offer as to other modes of providing for that class?—We are enabled in our county to provide for a boy, even if he does not wish to go to sea. If he wishes to be a pitman we can get him employment down a pit; and again, for instance, we obtained employment for the boy, in the case to which I have before referred, with a carpet-manufacturer.

1617. In the collieries, have you provided for any boys?—Yes; but the taste is so much in favour of a seafaring life in the county of Durham that very few are disinclined to adopt it.

1618. *Chairman.*] With regard to reformatory farm schools, have you any opinions to offer as to the principles on which they may be most advantageously established?—I have considered the subject with that view. I should like to see what might be called one first-class reformatory farm school established in the district of each inspector of prisons, to be entirely under Government control, visiting magistrates being appointed at quarter sessions. These would serve as models throughout the country of what reformatory farm schools of the second class should be. The first would absorb all the juveniles convicted at the assizes and sessions of grave offences, and might wholly supersede transportation with regard to boys. I would have, in fact, a Parkhurst in each Inspector's district, which would be purely a Government institution, and which might be visited by local visiting magistrates. Having obtained a Parkhurst as a model in the district of each inspector of prisons, I would suggest that permission should be given to any county, city, &c., or union of counties, to found "reformatory farm schools," keeping the voluntary element in view. One half the building fund being raised by voluntary contribution, it might be made legal for the court of quarter sessions to grant out of the county rates an equal sum. If, for example, the voluntary contributions of the magistrates and other benevolent individuals in any union of counties amounted to 2,500*l.*, the county rates of that union of counties, in proportion to the valuation of the several counties, might be charged to the extent of an equal sum of 2,500*l.*, making together 5,000*l.*

1619. Mr. *S. Herbert.*] The same person would then contribute in two different forms; first, voluntarily; and secondly, by a rate?—Yes; the county rate is collected from every individual, whether charitable or not. The voluntary contributions would come out of the pockets of those who took the greatest interest in the subject.

1620. Mr. *Adderley.*] One would act by way of bonus to the other?—Yes. Supposing a man subscribed his 10*l.* to the "reformatory farm school," he would do it more willingly, knowing that it would count as 20*l.* In the same way I would suggest that the Sustentation Fund might be annually raised, one half by voluntary subscription, and the other half contributed by the county rates; the court of quarter sessions naming half the governors, and the subscribers half. The Sustentation Fund would supply the difference between the sum paid by parishes on account of their criminal children, and the amount of the actual cost of the children's maintenance and education. And, also, a Special Fund for the purpose of providing a minister of religion to superintend these farm schools, might be obtained in the same way; if a religious body, say the Church of England, were to raise a certain sum for the stipend of a chaplain, the county might be empowered to add an equal sum. The Wesleyan Methodists might wish to superintend the religious instuction of their own children, and they might raise a special fund for the purpose of having a minister to attend the school, they also obtaining a grant from the county rate, equal to the amount of their contribution. It is very important to consider where the reformatory farm school should be placed. It should be near to a market town, and to the junction of several railways, so that children might be sent there without great expense. A farm should be attached to each institution, to be worked after the manner of the institution at Mettray, in France; of course the French system being modified to suit the English character and habits. In the Durham County Penitentiary we have adopted a part of the French system, modified to suit our English habits. I have a paper here, showing to what extent that has been done.

1621. *Chairman.*] To what paper are you referring?—To a system of rewards, in use at the reformatory institution at Mettray, near Tours, in France. It is considered the highest reward to have the name of the inmate inscribed upon "The Table of Honour." It creates a public opinion among the boys in favour of

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of what is good, and is a very great means of promoting order and discipline among them. We have adopted a modification of this system in the Durham County Penitentiary, which is for females of a certain class. We have called it "The Table of Merit," instead of "The Table of Honour." The rule which explains the system is as follows: "The comfort, happiness, and improvement of the inmates, as well as their character and success in after life, will in a great measure depend upon their own good conduct, especially in the following particulars, namely, obedience, truthfulness, honesty, propriety of language, industry, good temper, general kindness, and tidiness. The governors, in order to encourage the exercise of these duties, have directed the matron to keep for them a 'daily register,' from which they will be enabled to judge of the character and progressive improvement, as well as of the faults of each inmate, and to place the most deserving on the 'Table of Merit,' to which any inmate may become entitled in accordance with the following arrangement, namely: the 'Table of Merit' is divided into six classes; each inmate who earns a mark from the matron in the 'Daily Register' for every day in the week, and obtains this testimony to her good conduct for any 12 weeks, will be placed by the governors upon the 'Table of Merit,' in class No. 1. And on further obtaining for any future 12 weeks the like record of good conduct from the matron, she shall have her name again placed on the 'Table of Merit,' and raised to class No. 2, and so on, being raised a class for every further 12 weeks' record of good conduct; and those who thus in 18 months attain to class No. 6, shall be considered as entitled to the highest recommendation for character given by the governors to those who leave the institution for a situation. The 'Table of Merit' will be placed in the dining-room and workroom." I have here a copy of the Table of Merit itself (*producing the same.*) This is put into a frame, and is hung up in each of the day rooms.

1622. Mr. *Adderley.*] How does that differ from the Table of Honour in France?—It differs in name in the first place; it also is not quite so strict; a boy is not placed upon the Table of Honour at Mettray unless he obtain his mark every day for three months; an inmate of the Durham County Penitentiary may gain her mark for the whole of this week; that counts one week; next week she may miss one day; that week is therefore left out, but the next week will count if she gets her mark for every day in it.

1623. *Chairman.*] How has the system worked with you?—Admirably; it forms a public opinion among the inmates in favour of that which is right.

1624. Is there found to be any difficulty in assigning the mark of merit?—Not the least; it becomes a matter of calculation; the matron has the inmates upon her roll, and she gives each a mark, according to her conduct; this daily register is hung up in the institution, so that each inmate knows if she or any of her companions has lost her mark.

1625. Will you proceed with your suggestions as to these reformatory farm schools?—The religious teaching should be conducted on the same principles as have been already sanctioned by the Legislature for prisoners and paupers; a good school, a gymnasium, military drill, a model ship, a plunge bath, shoemaking, and tailoring, in addition to farming and gardening, should be attached to and taught in each Institution; boys should be disposed of when properly trained and morally taught, according to their several tastes, as soldiers, sailors, colonists, farm servants, hinds, gardeners, &c.

1626. Mr. *Miles.*] How long would you propose that the inmates should be kept in these second-class reformatory schools?—"During the Queen's pleasure;" that means until the authorities of the institution consider they are reformed, and have a mode of providing for them; the period may be six months, or it may be two or even three years.

1627. Would it depend at all upon the marks of merit which they received?—It might be made dependent upon those marks.

1628. Do not you think, following up the plan pursued in your penitentiary, it would be better that it should be so?—It would be a very excellent addition to our system; inmates would thus be earning their own way out of the institution.

1629. You propose that the children in the second-class reformatory school should be children convicted of minor offences, do you not?—Yes.

1630. Then there must be an alteration in the law, must not there; would the magistrates sentence them immediately to the second-class reformatory

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schools, or would they sentence them to a certain term of imprisonment, after which they would be sent to those schools?—All I have been saying refers to criminal children; I would have them treated through the present machinery for the treatment of criminal children; but upon their discharge from the boys' house of correction, instead of letting them go at large upon the world, and return to criminal pursuits, I would have them volunteer to go to the reformatory farm school during Her Majesty's pleasure, or be sent there by magisterial authority, exercised at quarter sessions.

1631. You think it necessary that every child who has been convicted of misdemeanor should be placed there, either going voluntarily, or sent there during the Queen's pleasure?—After all the appliances I have stated have been used in vain, by the visiting magistrates to endeavour to restore them to their parents, to send them to ragged schools, or to obtain for them employment.

1632. There would not be any necessity, therefore, for a great number of these second-class reformatory schools, would there?—Not any great number. I am persuaded one would be sufficient for our four northern counties, if we had also for the northern district a penal establishment, such as now exists at Parkhurst, for more criminal children.

1633. *Chairman.*] Have you any suggestions to offer to the Committee upon the subject of the treatment of destitute juveniles?—I may be permitted to suggest that it might with advantage be made illegal for children under a certain age to deal with pawnbrokers, publicans, beerhouse-keepers, and marine-store dealers; these all being under license might be controlled. Children dealing with these persons is one great cause of crime, and facilitates the disposal of stolen goods. It might be made a misdemeanor for such persons holding a license to deal with a child, say under 14 years of age, this being the age up to which boys are considered to be children in the Juvenile Offenders Act.

1634. By dealing, you mean buying and selling, or taking a pledge?—Yes; and further, I think it very desirable, in the treatment of destitute juveniles, that they should not be brought up in the workhouse. I have acted as honorary chaplain to the workhouse, and have had opportunities of judging of the working of the school, and the mode adopted in workhouses for the training and education of destitute children, and I am of opinion, that in the middle of a great town it is not the best way of bringing up children, especially females. I believe young females become corrupted in mind by those with whom they are associated. It would be very much better if destitute children were treated as they are in the North Surrey district schools, which I have just seen, and with which I have been very much pleased. The conduct of the children in chapel, numbering about 600, was perfectly delightful last Sunday, when I had the pleasure of assisting the chaplain in his duties. If there were unions of unions or of counties for the purpose, which is so well carried out in the North Surrey district schools, I believe a great deal of crime and pauperism would be prevented. Boys brought up in the workhouse, where they are very much confined, and have no freedom of action, frequently become criminals, when thrown out upon the world without any moral training. The next point which appears to me important for the better provision of education and training for destitute children is, that ragged and industrial schools should receive a larger participation in the grants from the Educational Fund at the disposal of the Committee of the Privy Council than they do at present; and that, without some of the conditions required of other schools. For instance, I would not require certificated masters. It does not require a master of a very high order of education to manage ragged schools. It requires a master of a high order indeed, but not of very great educational acquirements.

1635. You would suggest that the certificate should be either dispensed with or modified?—Yes. The school should be under inspection; a special certificate might be granted for a ragged-school master; there might be a lower standard of scholarship required for such certificate, but as high moral qualifications would be necessary. I should like to see magistrates empowered to require parents to send their children, when guilty of habitual vagrancy, to ragged or industrial schools under inspection, and also to have legal authority to make an order upon the parochial authorities to pay any sum, not exceeding 3 *s.* a week, out of the poor-rates to the treasurer of the ragged school, for each boy so convicted of habitual vagrancy in their parish. The magistrates inquiring also into the domestic condition of the parents, and if they found that the child had a father

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father living, and able to pay towards his maintenance and education, the magistrates be empowered to order that such father should contribute any sum not exceeding 1 *s.* 6 *d.* per week, to be recovered by the parochial authorities, as in the case of "neglect of family," and to be applied by them as reimbursement in part of the payment made by them to the ragged school. I would thus originate all treatment of criminal children in our present criminal apparatus, and all treatment of destitute children in our present apparatus for the treatment of destitute children; adding no new institution or new machinery, with the exception of "the reformatory farm schools." I am very anxious also to see power given to Boards of Guardians in cases where they afford out-door relief to parents on account of their children, to pay the whole or a portion of the amount so contributed as out-door relief, to the managers of ragged or industrial schools under inspection; these children would then be educated and fed. This suggestion is applicable to a great number of children; for no less than 276,613 children under the age of 16, in England and Wales, were receiving out-door relief in January 1851. I have here the case of a little boy, which is illustrative of the importance of giving to guardians of the poor this discretionary power, and which perhaps will make my suggestion more distinct to the Committee, showing that mothers receiving parish relief on account of their children might with advantage be compelled to send their children to the workhouse schools in the neighbourhood; or a ragged or industrial school under inspection, if there were no workhouse school in the neighbourhood; or the guardians might by law be authorised to pay to ragged or industrial schools under inspection, the whole or part of the allowance on account of children, and oblige them to attend such schools for instruction and food; thus taking the child off the mother, with regard to the expense of food (because their food is generally supplied in ragged schools); and if the guardians take the allowance for the maintenance of any particular child from the mother, it may be considered just and right that they should take care that he be fed at school. Therefore industrial schools for this purpose must supply food. The case I allude to is this: there was a little boy, named M. K., aged 12 years, committed to prison for one month, for stealing iron and rope; he lived with his mother, who received 3 *s.* 6 *d.* a week from the parish. He stated: "I have no father. I cannot read; I never was inside a school. I cannot say the Lord's Prayer. I came to prison with two little girls, whom I have known for four years; they have mothers, but no fathers; they have been stealing with me for two years; the biggest one fetched me into stealing; she has been stealing for four years. I was once before taken by the police, and kept for one week. The girls have been twice before the magistrates. We steal bits of rope and canvas, and iron; we sells it to C., a woman at A., who gives us 4 *d.* a pound for iron, and ½ *d.* rope. We take the money to our mothers, but we spend some of it on bread and things. We can make 3 *s.* a week at stealing." That is a case illustrative of the importance of not allowing a woman to encourage her child to steal, and to receive the benefit of his crimes, when the community have the power of controlling her to the extent of 3 *s.* 6 *d.* a week.

1636. Such a system would of course require fresh legislation?—It would, of course; it would be an excellent mode, I think, of keeping children from falling into crime. In such a case the mother also would be relieved from the care of her children during the day, and could go out to work.

1637. Mr. *Miles.*] You think it perfectly necessary that these children so taken away from their own parents should be taken to a school where they would be fed; do not you think it possible that they might be fed at home, but that they might be placed in one of the many denominational schools which exist in towns, and 2 *d.* or 3 *d.* a week paid out of the sum of money which was allowed to the parents for the instruction of those children?—I see a distinction between the two cases; because, if you take 2 *d.* a week from the mother, from the sum given to her for the general support of her family, that would be a deduction of so much from her means of support, and you give her nothing as an equivalent. I would send the child to a school where he would be fed; because, when you pay such a school for the education and support of the child for the day, you relieve the mother in the same proportion in her domestic concerns.

1638. Your proposition would not only beget a change of the law as it exists under the Poor-law Amendment Act, but it likewise would involve the necessity of there being feeding ragged schools throughout the country?—In addition to a change in the law, giving the above-mentioned permissive power to Boards of

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Guardians, there must be in each large town, where these destitute boys abound, a feeding ragged school under inspection.

1639. Do not you think it would be as well to give the alternative to the guardians to take either course?—I think that would be very desirable. Boys of this description exist chiefly in large towns, like Sunderland, where a great many widows are left with children, their fathers having been lost at sea.

1640. Mr. *Adderley*.] What is the usual weekly sum allowed in that case?—The woman I have referred to had 3 *s.* 6 *d.*; but the allowance will vary with the number of children.

1641. Do you propose that these ragged schools should be industrial as well as reformatory schools?—All the ragged schools I have known try to develope themselves in that direction; but the managers find great difficulty, on account of their want of funds.

1642. Supposing they had a field attached to them, and apparatus for industrial employment, do you consider you would be able to keep them distinct from the reformatory schools?—Certainly. I am treating now of destitute children. In the other case I was speaking of criminal children. Care for the one would diminish the other class very much; but I would not mix destitute children with criminal children.

1643. You would send no children to the reformatory schools but those who have been in gaol?—None but those who had gone through a penal probation in one of the boys' houses of correction, improved as I have suggested.

1644. You speak of Mettray as a place which you are well acquainted with?—By reading.

1645. Are you aware that that institution was first established in the same way as reformatory schools, namely, by a number of destitute children coming there merely on the ground of destitution?—I believe the institution at Mettray was established for the purpose of supplying a deficiency which existed in the criminal code of France. Special verdicts were found in the cases of children that they had "acted without discretion," and they were therefore detained in custody, in great numbers in the central gaols, and were corrupted and became demoralized. This being observed, the establishment at Mettray was founded for the purpose of drafting those children from the gaols, they having been found guilty of offences, but the jury having stated that they appeared to have "acted without discretion." The great majority of those taken to Mettray were, I believe, such children; and I might add, that their highest punishment at Mettray is stated to be "being sent back to the central prison," which shows that at Mettray they deal essentially with criminals. There may be a few destitute children, but if there are, it has escaped by notice.

1646. Are you cognizant of other reformatory institutions on the Continent?—From reading only.

1647. Are not you aware that the distinction between destitute and criminal children has not been maintained in any case?—I do not think they have a poor law in the countries to which you refer. They have not the two distinct systems of dealing with the population at large which we have; namely, one for criminals and another for paupers.

1648. Supposing in the neighbourhood of Durham a ragged school and a reformatory school were established, do not you think that the reformatory school, having larger funds, and being altogether on a larger scale, would probably give the better education of the two?—That is a circumstance which might occur; but in the reformatory farm schools the boy would be entirely removed from any domestic influence, and there would therefore be a very great distinction between his case and that of a boy who was sent to a feeding school, during the day, and lodged with his mother every night. There is a clear distinction to be maintained, on account of the one having been a criminal and the other never having been so.

1649. Do not you fear that the tendency throughout the kingdom would be to give a better education to the criminal boy than to the merely destitute boy?—I do not think the education in our reformatory farm schools should be above a certain grade. A boy should not go very far in arithmetic, nor in any of the higher branches of education. We should seek to make them practically useful in the lower grades of life, and not to elevate them above the station which they would ordinarily have occupied if their parents had not died, or they had not become criminals themselves.

1650. Mr.

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1650. Mr. *Miles.*] Do not you think it essential to keep up the distinction between poverty and crime?—Yes.

1651. By adopting the three systems of schools which you recommend, would not you do so: the first class of school being for those who are convicted at the assizes and sessions of grave offences; the second, reformatory shools for misdemeanants, or those who are summarily convicted; the last being ragged schools, which, directing themselves to the lower description of paupers which now supplies the class of criminals, would not take them from the parental roof, but would feed them and educate them up to a certain point?—Exactly so; keeping up the distinction between criminals, who would be divided into two classes; criminals convicted of graver, and criminals committed to prison for minor offences (for it is very desirable that these should not be mixed), and also preserving a great distinction between the criminal and the destitute child, taking the criminal from under the care of his natural guardians, because he is a criminal, and because they have failed in their duties towards him; but allowing the destitute child to receive that support which he would naturally receive from the parish, together with an education of a certain class, but leaving him under the influence of his mother, he being what is called a day boarder at the school, but living at home.

1652. Do not you think that, to the third class of schools, namely, ragged schools, we are to look for any great preventive effect as to the increase of our criminal juvenile population?—Certainly.

1653. Mr. *Adderley.*] That destitute class you have described as supplying the criminal class. Do you see such a broad distinction between those who have been detected in their first offences, and those who, living the same kind of life, have not been detected in their first offences, as that you would establish two wholly separate institutions to educate the two classes of children?—If, in the discretion of the magistrates before whom an habitual vagrant child was brought, they saw right to commit the child to prison, he would come under the criminal class; if they chose to give him a further trial they would send him to the ragged school; and if the boy had criminal propensities, he would soon leave the school and come again before the magistrates, when he would become subject to more penal treatment.

1654. Do not you consider that you would be making a very slight accident, namely, the detection of the first trifling offence, the ground of a division in character between two portions of really the same class of children?—That would depend upon the discretion of the magistrate. He would use his discretion in all such cases.

1655. The magistrate would be guided by the circumstance of whether or not the first offence had been detected?—If the first offence were detected, and it were a trifling one the magistrate would have the power under my suggestion of sending the child to the ragged school. If it were an act of felony, it must be treated as such. Some boys, by their first offence, might place themselves in a position to be sent to a reformatory school of the first class.

1656. If it were a trifling misdemeanour the child might be sent either to the second-class school or to the third-class school?—If he were guilty of an offence which came under the Juvenile Offenders Act, he would be sent to prison, and from the prison he would be disposed of as I have suggested. According to the system of dealing with criminals; if he were brought before a magistrate for habitual begging, or semi-stealing of an undefined character, such as "frequenting a certain place with intent to commit a felony," the magistrate, if it were the first offence, might order the boy to be sent to the ragged school, or even send him there as a boarder, with power of detention, if he thought the parents were so corrupt that they could not be trusted with the boy at all.

1657. Would there not be a class of boys in what I may call the Mettray description of schools and in the ragged schools who would be identical in character?—Where there is a discretion left to the magistrate, variation in practice will always occur. No greater difference of treatment would occur in carrying out the system which I have suggested, than must occur in all cases where discretion is left to the magistrate.

1658. *Chairman.*] Have you any other suggestion to make to the Committee?—In corporate towns I think there might be power given to make grants from the monies received from the rates (or from the proceeds of a special rate, not exceeding 1*d.* in the pound, made for the purpose) to ragged, industrial, or reformatory schools.

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schools. I may state that I know corporations anxious to make such grants if they could do so legally, but they have not had the power.

1659. Under the Municipal Act there is a particular limitation of the purposes to which the corporate funds can be devoted, and this would not fall within those?—Just so.

1660. You suggest that corporations should have a discretionary power?—Yes.

1661. Have you anything further to add to the evidence which you have given?—I should like to refer to two cases taken from the commitments to Durham gaol. I mention the first case for the purpose of showing that some parents ought to be obliged to pay towards the maintenance of their children when in a reformatory institution. It is the case of a boy who, when he was first committed, was twelve years of age; he was in prison on the first occasion for two months for "frequenting a certain place with intent to commit a felony;" the second time he was in prison for six weeks, and whipped, under the Juvenile Offenders Act, for stealing a coat; the third time he was in prison for six weeks, "for frequenting a certain place with intent to commit felony;" the fourth time for one month, on a similar charge; and the fifth time for three months, under the Juvenile Offenders Act. His father and mother keep a public-house, and are in affluent circumstances; their son was taken home to them when at first discharged from prison by one of the wardsmen, and the father was not at all obliged to him, but seemed to think it an undue interference with his son's liberty. Neither of his parents have at any time taken any notice of communications made by the chaplain to them upon each of their child's five commitments to prison. Neither did they value the admonition of the clergyman of their parish, who called upon them at the chaplain's request. The next case I would mention is for the purpose of showing the necessity, in some instances, of having a legal power of withdrawing the child from under the influence of the parent. In this case the child was 14 years of age when first committed; his father is dead; his mother has been committed 18 times to the Durham house of correction for drunken and disorderly conduct, from the 10th of December 1850, to the present time, and once convicted of felony, for which she received six months' imprisonment with hard labour. Her son has been in prison four times, and returned in company with his mother a few days ago.

Martis, 8° die Martii, 1853.

MEMBERS PRESENT.

Marquis of Blandford.	Mr. Miles.
Viscount Barrington.	Mr. Adderley.
Sir William Jolliffe.	Lord Drumlanrig.
Mr. Sidney Herbert.	Sir John Pakington.
Mr. Tufnell.	Mr. John Ball.

THE RIGHT HON. MATTHEW TALBOT BAINES, IN THE CHAIR.

Mr. *Charles Nash*, called in; and Examined.

Mr. *Charles Nash*.

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1662. *Chairman.*] WITH what Institution are you connected?—The London Colonial Training Institution for the Reformation of Adult Male Criminals, in Westminster.

1663. Are you the founder and governor of that institution?—I am.

1664. Where is it situated?—No. 9, Great Smith-street, Westminster.

1665. When was it founded?—In 1848.

1666. Have you paid much attention to the subject of criminal and destitute children?—For the last 11 years.

1667. Have you been connected with other institutions having the reformation of criminal children for their object?—I have been connected with ragged schools since their formation.

1668. You

1668. You have paid great attention to them?—Yes.

1669. From your intercourse with criminals who have come into these various institutions, have you been able to form a tolerable judgment of the principal causes of juvenile delinquency?—I have.

1670. Without going at length into the subject, can you make to the Committee any suggestions which you think would be useful, with a view to improving the treatment of criminal children?—I think one cause of juvenile delinquency is low lodging-houses; and I have, for the last 11 years, been in the habit of visiting some of the very worst of those lodging-houses.

1671. What remedy would you propose with a view to the lessening of that evil?—I would propose that no boy under 16 years of age should be admitted into those lodging-houses.

1672. Not as an inmate?—Not to sleep in lodging-houses.

1673. Have you any other suggestion to make?—These lodging-houses are chiefly schools for training up thieves.

1674. You are satisfied that a great evil exists in those lodging-houses?—I am quite satisfied of it.

1675. And the remedy that you suggest is the one you have stated?—Yes; I have a book which is used for the purpose of training up thieves (*producing the same*).

1676. Sir *J. Pakington.*] Is that a book for the education of thieves?—Yes, it is a flash dictionary.

1677. Viscount *Barrington.*] Where does that book come from?—I purchased it of a bookseller; books of this description are used in the lodging-houses.

1678. *Chairman.*] Will you proceed to your next suggestion?—If a boy who has run away from home finds his way to a lodging-house, he is entirely ruined; for the elder thieves take him under training, and make use of him.

1679. Would you entirely prohibit the access of a boy to the lodging-houses you have described?—Yes.

1680. Would you make it illegal to take him in?—Yes; unless the lodging-houses are done away with there will never be anything effectually done for juvenile delinquents; 90 young men out of 100 in the institution over which I preside ascribe their ruin chiefly to the lodging-houses and low theatres.

1681. Your opinion has been formed upon the information you have received?—Yes; 48 attribute their fall to common lodging-houses, low theatres, saloons, and gambling-houses; 10 to bad companions whom they have met at those places; nine to bad parents; six to gambling-houses alone; four to drink; four to Sunday pleasure; three to destitution; two to love of women; two to visiting fairs; one to covetousness; one to the bad example of brothers who were thieves, and who first brought him out. They all said that the oftener they were in prison the more hardened they became.

1682. Will you give the Committee some account of your own institution?—We take them from 16 years of age up to 40; and we refuse, upon an average, every week throughout the year, about 70 applications from young men, who earnestly solicit admission into the institution.

1683. Have you had any experience in the reformatory treatment of persons under 16 years of age?—I have.

1684. Where?—Chiefly at ragged schools.

1685. Had they been criminals?—Most of them.

1686. Had you an opportunity of becoming acquainted with persons of that description, and forming a judgment as to the treatment which they ought to experience?—Yes. There are now sent to me, from Westminster Bridewell and from other prisons, boys of 10 and 12 years of age, whom there is no other way of disposing of, there being so few institutions to receive them.

1687. Will you favour the Committee with any suggestions which you think may be useful with regard to the objects of this inquiry, confining yourself at present to the case of juvenile offenders?—I would recommend that two industrial schools should be established in each district, one of a preventive and the other of a reformatory character.

1688. What kind of districts do you contemplate?—I would take Westminster for a district, and perhaps Southwark.

1689. You are speaking of metropolitan districts?—Yes. The preventive school should be for children who had not been to prison, and the reformatory school should be for those who had been to prison and had been discharged.

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1690. What class would you comprehend in the preventive school?—Vagrants, or those who had not been in prison.

1691. Do you mean persons who had brought themselves within the reach of the law, but had not been imprisoned?—Yes.

1692. Upon their first coming within the reach of the law, you would send them to the preventive school?—Yes; instead of sending them to prison.

1693. What kind of institution, in your judgment, should that be?—I would not have it large; I would not propose that there should be more than about 50 boys under the superintendence of one person.

1694. What kind of discipline?—Kindness entirely. The person who had the government of the institution should be looked up to as a father by the children, and he should look upon them as his children and treat them accordingly.

1695. Nothing penal about it?—Nothing whatever.

1696. Are you convinced, from your own experience with regard to criminal juveniles and adults, that kindness may be made a most important means of amelioration?—Decidedly.

1697. Would you have the institution you have described, supported by voluntary contribution or by the State, or by a combination of the two?—Voluntary contributions; and I would hold parents responsible for their children; for if they were not responsible for their children, they would turn them into the streets for the purpose of getting rid of them.

1698. How would you enforce the responsibility of parents?—I would propose, that if boys of tender years were brought before a magistrate for petty larceny for the first time, the parents should be sent for, and bound over to take care of them; and that if they entered into a bond to that effect, the magistrate should be empowered to restore the children to them; but that if, on the contrary, they refused to do so, a charge should be made according to their circumstances, towards the maintenance of the children, who should be sent to the preventive school.

1699. You mean that an order should be made upon the parent which might be enforced?—Yes.

1700. You propose that if the parent gave a bond that he would take care of the child, he should be delivered up to him?—Yes, on the first offence.

1701. And not sent to the institution you have mentioned?—Not at all.

1702. If the child were guilty of misconduct afterwards, how would you proceed?—If he should be guilty of misconduct afterwards, he should be admitted to the reformatory school.

1703. There would be a forfeiture of the security into which the parent had entered?—Exactly.

1704. How would you proceed with respect to the child and with respect to the parent?—I would make the parent responsible to pay for the child, while he remained in the school.

1705. Would you bind the parent over in a penalty?—Yes.

1706. You would take the child from the parent, and send him to the school?—Yes.

1707. Are you aware of any institution in England of a reformatory character which you think it is desirable for the Committee to take as a model?—Red Hill.

1708. You think more highly of the institution at Red Hill than of any other?—I do.

1709. Have you been there lately?—Not lately; I have been at Red Hill, and I think very highly of the institution.

1710. Mr. *Adderley.*] Is the institution at Red Hill an exact model of what you would propose as your preventive school?—Yes, as a preventive school.

1711. *Chairman.*] What is the second class of school you propose?—Reformatory.

1712. Who are the persons you propose to send there?—Those who have been imprisoned.

1713. If a person has been imprisoned once before, you would consider him a fit subject for the reformatory school?—Exactly so.

1714. What should be the character of reformatory schools?—They should be conducted

conducted in the same way as the preventive schools; but the criminals should not be mixed with boys who had not been imprisoned.

1715. Then the inmates would consist exclusively of those who had been convicted of some offence?—Exactly.

1716. Mr. *Adderley.*] Do you mean that the detection of the first offence, however slight, for which a person had been imprisoned, should be a reason for sending him to the school of the second class?—Yes, if he had been once imprisoned.

1717. Marquis of *Blandford.*] How would you proceed if the parent were unable to give the recognizances?—I should leave the child in the school.

1718. You would send them to the preventive school?—I would.

1719. Without charging the parent anything?—Yes.

1720. Mr. *Tufnell.*] You would not, under any circumstances, send a boy who had been imprisoned to the preventive school?—Certainly not, on any account.

1721. Mr. *Miles.*] You have stated that you propose that these preventive schools should be divided into districts, and that Westminster should be one district, and Southwark another district; do you think it possible that any preventive school, taking only 50 boys, would be sufficient for Westminster?—No; they must be multiplied as may be required by the district.

1722. Supposing the Government to be called upon to assist in the support of preventive schools, is it not necessary that a pretty good estimate should be formed of the number of boys likely to be sent to them?—Yes.

1723. Unless you had tolerable statistics of the number of vagrants, idle boys about the streets, and possibly bad boys at home, would there not be difficulty in forming such an estimate?—The number would depend entirely upon the locality.

1724. At the school at Red Hill there are boys who have been convicted of crime?—Yes.

1725. Would you subject the inmates of a preventive school to precisely the penal treatment which is sometimes undergone at Red Hill?—I think they are treated very kindly at Red Hill; but I should most decidedly object to any penal treatment.

1726. You think that the preventive school should be conducted on the principle of the school at Red Hill?—Yes.

1727. On what principle would you conduct the reformatory school?—I should make no difference whatever.

1728. In one case boys are sent for vagrancy or for some petty larceny, and in another case they are committed a second time and convicted, and come within the penal class; would it not be proper to make some distinction between the treatment of the two classes?—None; I should never send a boy to either school as a punishment, but as a favour.

1729. In the case of a second conviction, would you first of all imprison a boy and then send him as a favour to the reformatory school, as is done at Red Hill?—Yes; but I would never commit him to the school, for then it would assume the character of a prison. I think the magistrates should have the power to recommend a boy for the school.

1730. Should they have the power of recommending a boy to the reformatory school after he had undergone a certain length of imprisonment?—Yes.

1731. For what length of time would you imprison a boy before you sent him to the reformatory school?—According to the sentence. At the expiration of his sentence we would receive him from the prison and send him to the reformatory school.

1732. Would you wish to see the sentence less severe than it is at present with respect to imprisonment, and that a longer period should be spent at there formatory school?—I should not like to see the sentence less severe than at present, only provision made for them when their sentence expires.

1733. Have you at all determined in your mind what length of time boys should be in the reformatory school before you could look for any improvement in their conduct?—It would depend entirely upon the age of the child; no one should be a less time than 12 months in the institution.

1734. Have you contemplated what you would do with them after the expiration of their imprisonment, and after they had spent 12 months in the reformatory school?—They should emigrate.

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1735. You would send them out as free emigrants?—Certainly; quite as free as if nothing had happened to them.

1736. You would not allow them, after undergoing this schooling, to interfere with the free labour of the country?—I would rather not, on account of their probably mixing with their old companions; I would rather they should emigrate.

1737. Do you think there would be any difficulty in getting them out?—I think not; if they were reformed, I think the Government would send them out.

1738. Have you ever turned your mind to the idea of a system of patronage, of which probably you have read as existing in other countries, namely, a society for providing labour and employment for persons who have conducted themselves well either in reformatory schools or in prisons?—I would not send them to any society whatever, except very young children. From the colonial institution they are sent chiefly to America; we teach them trades; for instance, shoemaking; the master shoemaker gives a boy a character of twelve months; he goes out as free as if he had never committed a crime, and he seeks work, and we have not had an instance of any one of them being six days at the most without getting employment.

1739. Then your answer now applies to an older class of criminals than those to whom this inquiry is directed?—Yes.

1740. How would you treat boys?—There should be some place to send them to, but nothing should be said to them of their having been imprisoned, for that would discourage them, and it is always a brand upon them.

1741. Although you find no difficulty whatever in sending the elder criminals to America, and getting them employment under the recommendation you have stated, might there not be difficulty in getting boys sent out under the same recommendation?—Boys would not be able to seek for work so well as adults.

1742. Sir *J. Pakington.*] You have said, that at the termination of the detention at the reformatory school, you propose that boys should emigrate?—Yes.

1743. Would you propose that the emigration should be compulsory or voluntary?—Voluntary.

1744. Supposing a boy declined to emigrate, what would you do with him?—Provide for him in this country.

1745. How?—By apprenticing him to whatever trade he might learn in the institution.

1746. Then would you propose to have the power of detaining a boy at the reformatory school until a place could be found for him?—I would not detain him long; but I should be very careful to whom I apprenticed him.

1747. Would you propose that a boy who emigrated should do so at the public charge?—Yes.

1748. Are you at all apprehensive, if that system were adopted, that the fact that criminal children after 12 months' detention in the reformatory school might emigrate to the British colonies abroad at the public charge, would operate to induce the inmates of such establishments to commit crimes which would bring them there?—I have considered that; but I think that holding the parents responsible for the child would in some measure do away with that risk.

1749. To what degree would the parents be responsible?—Having to pay for them.

1750. Do not you think it possible that even the parents themselves might desire to obtain such an opening for their children, as going abroad at the public expense after 12 months' instruction?—Yes.

1751. You consider that parents would reckon it a great boon to their children?—Yes.

1752. Would not that counteract any tendency which the pecuniary payment might have, to induce parents to keep their children from crime?—I think it would not.

1753. Have you no fear that the prospect of such advantages would, in many cases, induce parents rather to encourage their children to commit crime for the sake of those advantages?—The cases should be strictly investigated.

1754. Mr. *Tufnell.*] How long do the inmates in your institution remain?—Twelve months.

1755. None remain longer?—None remain longer than 12 months.

1756. Do

1756. Do you find that within those 12 months, adult criminals are for the most part reformed?—They are; I know only of one instance out of upwards of 200 whom we have sent abroad who has relapsed, and that one only into intemperate habits.

1757. Do they go out of the institution during the time they belong to it?—Yes; they go out whenever I send them. I send them out with letters and parcels.

1758. There have been no instances of their meeting with their former associates, and relapsing into crime?—None. Before an inmate is admitted to the institution he has to go through a severe probation in order to test his sincerity.

1759. And you teach them a trade?—We do; for instance, shoemaking, tailoring, carpentering, and printing.

1760. Having had so much experience of the complete reformation of adults, are you of opinion that the same system, applied to criminal children, would have as good an effect?—It would; but with this exception, that children of course have not such forethought as adults; and in order to prevent their absconding, I should allow them a trifle of money per week to be entered in a book for each boy, and the book to be kept in the hands of the superintendent of the school, the money to be given out to a boy at the discretion of the superintendent, but to be drawn at the expiration of the probation, which would be a check upon absconding.

1761. Are there any other differences of treatment which you would suggest in such an institution for criminal children, instead of adults between 16 and 40 years of age?—I should not adopt a different treatment, except that I should, as I have already stated, allow them a trifle of money for the work they did in the week; I would not let them have the money to squander as they pleased, but each child should have a book himself, so that he could look at the figures, which would be a check to his absconding; for children have not the forethought which adults possess.

1762. Are you of opinion that it is more difficult to reform a child than to reform an adult?—I do think so, decidedly.

1763. State the grounds of that opinion?—Children are not sufficiently tired of their evil course; but an adult, who has been for perhaps 20 years a thief, becomes really tired of the miserable life he is leading, and will undergo any probation in order to be reclaimed to society.

1764. Does not the vicious principle increase with age?—Not at all. The more clever the thief, the better tradesman he makes; and his ability only requires to be turned to a proper course. Vagrants I would not give much for at all; they cannot steal; they are starving about the country, and they are generally very idle.

1765. Sir *W. Jolliffe.*] Do the great majority of the inmates of your institution seek admission into it?—Entirely. We never invite any one to the institution. They are sent from Coldbath Fields Prison, Wandsworth Prison, Liverpool Gaol, Manchester Gaol, and from various parts of the country.

1766. Mr. *Adderley.*] Then they are not criminals of the worst kind, but are beginning to reform?—They are reformed before they come to me; they have only to prove their sincerity. Those I have at present under my care have been of the worst kind, from the highwayman down to the lowest pickpocket.

1767. Sir *W. Jolliffe.*] They signify their desire of reformation before they become inmates of your establishment?—They do.

1768. You consider that, having seen the error of their way, they are more easy to deal with than mere children?—Decidedly.

1769. Mr. *Miles.*] Do you draw your deduction that grown persons are easier to reform than children from what has occurred in your reformatory institution?—I do.

1770. Do you not conceive that the persons who come to your reformatory institution are persons who wish to repent, and who have begun their repentance beforehand, and that they are merely as a drop in the ocean as compared with the whole adult prisoners who have committed crimes in England?—Yes; but we refuse upwards of 3,000 applications a year from persons of 16 years of age and upwards.

1771. Mr. *Adderley.*] Have all those who come to you been imprisoned before?—Every one; and some have been imprisoned as many as 30 times.

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1772. Have they generally been imprisoned for crimes of the worst kind?—They are the worst of characters. I have some swell-mobmen, whose personal expenses, before they entered the institution, were not less than 400 *l.* and 500 *l.* a year.

1773. Do you attribute their inclination to reform to the discipline they undergo in prison?—The chaplains of the prisons are indefatigable in their exertions to reform these young men; but what can they do? Whatever religious instruction a man may receive, when he is turned out of prison where is he to go? He has lost his character; he has no friends to apply to; and the institution is a home which receives him, on condition that he proves his sincerity before he is admitted.

1774. Do you think there is any one particular kind of prison discipline which, more than another, leads to reformation?—From Westminster Bridewell I have taken a good many boys above 16 years of age, and I have found that the instruction they had received was certainly very superior to that which is received in any other prison; and I have very seldom had a boy from Westminster Bridewell turn out bad.

1775. *Chairman.*] A great number from Westminster Bridewell come direct to you?—Yes.

1776. And you put them on a pretty strict discipline at first?—They are put for 14 days on bread and water; they have to live in solitary rooms; there are no bolts or bars on any of the doors; they can go away at any time they think proper; but they are not allowed to mix with any of the other inmates.

1777. What proportion of the applicants go through this term of 14 days of bread and water?—During the first two years after the establishment of the institution, many called out of curiosity to see what sort of place it was; and when I mentioned to them the probation, in order to test their sincerity, some tried it, and others would not; but now the institution is so well known among thieves, that I really believe if I could admit all the applicants (and sometimes there are 100 per week), every man is sincere who applies for admission; for during some time we have not had an instance of a man put on probation who has failed.

1778. Mr. *Adderley.*] Do you mean that each man is sincerely desirous of the benefit which your institution opens for him?—Yes.

1779. Lord *Drumlanrig.*] How many does your institution hold?—One hundred.

1780. You take them from 16 years of age?—Those whom I admit at 16 are chiefly from Westminster Bridewell.

1781. You do not have many above that age apply to you of their own accord?—It is no use for them to apply, and they know it; a number of children of 11 or 12 years of age apply for admission.

1782. You stated in a previous part of your evidence that your institution was for criminals of an older age; that adults were more easily reformed than children; and that that was shown by the number of adults who applied for admission; and now you have just stated that a great number of children would come into your institution if you could take them?—It would not do to mix them; we refuse them; I have sent some to the ragged schools. There were this morning two or three children, 10 years of age, waiting for admission, whom I hope to send to an industrial institution.

1783. Have you sent many of the age of 17 and 18 abroad as emigrants?—I have.

1784. At 17 years of age, have they found employment in America as easily as persons of a more advanced age?—Quite.

1785. Mr. *J. Ball.*] You have stated that these persons are sent to America as emigrants; do you mean to the British colonies in North America?—We send them to New York; 10 *l.* is drawn for every emigrant; out of the 10 *l.* we pay for the outfit, the passage, and provisions for six weeks; and we are also enabled to give them in their pocket sometimes about 30 *s.* or 2 *l.* We send them to New York, and they have to work their way up the country as far as the money will take them.

1786. From your experience of the classes of criminals who are received into your institution, do you find they have a strong desire to be sent out as emigrants?—A very strong desire.

1787. Do

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1787. Do you find at the present time a great difference as to the place to which they desire to be sent?—They all wish to be sent to Australia.

1788. Do you think it is possible to fix upon a colony or foreign country where emigrants shall find work, and be able to provide for themselves, which at the same time shall not be so attractive as to serve as an incentive for them to qualify themselves for reformatory institutions?—I should say Australia, where boys are employed very much as shepherds. They would rather go to Australia than to any other place; but they are very content to be sent to America, or anywhere out of London where they can get honest employment.

1789. Sir *W. Jolliffe.*] Has the experience which you have gained in the superintendence of your institution, convinced you that if there were more establishments of this kind, not only adults, but young persons would be anxious to embark in a course of reformation in such establishments?—I am quite certain of it.

1790. How would you propose that such establishment should be maintained?—By voluntary contributions.

1791. Would you propose that Government aid should be granted in proportion to the amount of voluntary contributions?—I would propose that the Government should pay the expense of emigration; but I would not draft them out in numbers when they arrived, as if they were sent out as convicts.

1792. You think there should be free emigration?—Free emigration by Government.

1793. That is the only Government assistance of which you would wish to avail yourself with regard to such establishments as that over which you preside?—Yes.

1794. You have made a very strong statement as to the evil effect of the common lodging-houses on young persons, and you have stated that you would not admit any person under the age of 16 into such establishments. What substitute would you suggest?—I would propose that no boy should be accommodated at a common lodging-house under the age of 16 years; that if he applied to a model lodging-house he should be admitted, and that if he was destitute he should be brought before a magistrate, and his case inquired into. Model lodging-houses, like Lord Kinnaird's lodging-house in Peter-street, Westminster, and many others, are conducted with the strictest propriety.

1795. And therefore you contemplate that model lodging-houses sufficient to accommodate all juvenile criminals should be established throughout the town?—Yes. The low lodging-houses of which I have been speaking are nothing more than juvenile brothels.

1796. Mr. *Tufnell.*] Are there lodging-houses established for boys only?—If you go to a lodging-house, and ask whether there are any boys in the house, the answer is "No;" but if you go into the house, you will find them under the beds, under the tables, and in the cellars. Directly it is known that a person is coming to visit a lodging-house, the word is passed through a whole street, and five minutes will not elapse before it is known through the street that there is a gentleman visiting the houses, and you will find them clearing the fires out of the grates, and they will plead the greatest poverty and wretchedness in order to excite commisseration.

1797. Do you contemplate the establishment of model lodging-houses for boys only?—For youths and adults.

1798. Not for boys only?—No.

1799. Mr. *Miles.*] Does it not strike you that in this vast metropolis, until a sufficient number of respectable lodging-houses had been formed, it would be impossible to carry out your plan; for instance, supposing a boy to be destitute in the streets of London, with 6*d.* in his pocket, how is he to get a lodging if those houses are all shut against him?—I invariably ask applicants, and especially children who come to me, "Where did you go when you ran away for home?" They say, "I went to a lodging-house." I ask, "Supposing there had been no lodging-house open to receive you, what should you have done done?" and they reply, "I should have gone home again."

1800. Among poor children who are destitute in the metropolis, there may be some who come up from the country for the sake of finding work, and possibly orphans, who have no friends, with 6*d.* in their pocket; what is to become of those children if the common lodging-houses are shut against them?—There are the workhouses.

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1801. Is it easy to get into a workhouse?—I do not think it is very easy.

1802. Is it not a fact that the porters of workhouses in London very often refuse to take in persons who come?—I believe it is.

1803. Then they would actually be driven to sleep under the arches of bridges?—Their case should be brought before a magistrate and investigated.

1804. That could only be done the next day?—Exactly.

1805. How would you meet that difficulty?—I consider it better for them to sleep in an empty cart, or under an arch, or anywhere, than to get into the low lodging-houses.

1806. Sir *J. Pakington.*] You consider it a balance of evils?—Certainly.

1807. Mr. *Miles.*] Then they would come under the rules of your preventive school, and they would be vagrants?—Yes.

1808. Sir *J. Pakington.*] Have you lately given much attention to the state of the London lodging-houses?—I have.

1809. Do you consider that their character has been improved by the late Act of Parliament?—In cleanliness decidedly, and they are not so crowded.

1810. Has there been any improvement in their moral character?—None.

1811. Do you think they are as crowded as they were before?—No; the lodging-houses are receiving-houses for stolen property; and sometimes 100 persons congregate together at one o'clock or two o'clock in the morning, where there may not be accommodation perhaps for 60 or 70.

1812. You think they are cleaner than they were, but not less vicious?—They are cleaner than they were, except in the City. The lodging-houses are dens of infamy and vice; and unless something is done for their amendment, there will not be any decrease of juvenile delinquency.

1813. *Chairman.*] How do you account for the fact that the recent Act is not carried out in the City?—I believe the Act does not extend to the City.

1814. Sir *W. Jolliffe.*] Is it not the fact, that the metropolitan police carry it out in the metropolis districts, whereas the City police do not superintend the lodging-houses in the City?—They certainly do not carry it out in the City, but they do in the metropolis.

1815. Marquis of *Blandford.*] Do you think that the effect of establishing preventive asylums would be to induce a large number of children to make applications to be received?—No doubt of it.

1816. There is a large number of children on the town who are willing to be reformed, and are strolling about in consequence of not having any place to go to?—Yes.

1817. Do you find that to be the fact from the number who apply to your institution?—Yes.

1818. Even although they believe there will be some sort of discipline and control exercised over them, yet you think they have a desire to reform, which would lead them, in spite of all the control which might be exercised over them, to apply to be taken into the institution?—They do apply continually.

1819. *Chairman.*] In your judgment, is the system of gaol discipline improving?—Yes.

1820. Do you find among those who have been subjected to it, a greater desire to avail themselves of some plan of refuge like yours, when they come out of gaol?—I do.

1821. You have spoken of the Westminster Bridewell as being particularly good in that respect. Who are the chaplains there?—The Rev. Mr. Hine and the Rev. Mr. Rogers.

1822. In your opinion, is their system a very good one?—I would rather have a boy from Westminster Bridewell than from any other prison with which I am acquainted.

1823. Sir *W. Jolliffe.*] Do you mean because he has received superior instruction in religion?—Yes; and better moral instruction. I have had more frequent opportunities of visiting Westminster Bridewell than any other prison, and I believe everything that can be done in a prison for the reformation of a boy is done there.

1824. *Chairman.*] Perhaps you can describe their system. What is there peculiar in it?—In the teaching of the children, and also in endeavouring to restore the children to their parents when they leave the prison. I have known Mr. Lawrence, the schoolmaster of that prison, to be up at 11 o'clock, 12 o'clock, and

and one o'clock, and all hours of the night, endeavouring to find out the parents; and he has been successful in restoring many boys to their parents.

1825. Is there anything peculiar in the system itself, or is the success of the system attributable to the energy and devotedness of the gentlemen whom you have mentioned?—I think it is attributable mainly to the great exertions of the gentlemen whom I have named.

1826. Have you any further suggestions to offer to the Committee, as to the mode of disposing of young criminals, particularly after they leave prison?—We want schools to receive them.

1827. Schools of your second class?—Yes, reformatory schools.

1828. Have you visited Parkhurst?—I have.

1829. You are desirous of offering some observations upon the system which is adopted at Parkhurst?—Yes.

1830. When did you visit Parkhurst?—The latter end of last summer.

1831. Mr. *Adderley.*] Have you visited Parkhurst several times?—I have visited Parkhurst only once; I recognised many old countenances from Westminster; and I consider that the system which is adopted at that prison is reformatory; there is nothing but kindness exercised. I was there the whole of one day, and the deputy governor showed me every place.

1832. *Chairman.*] You had an opportunity of seeing the whole system?—Yes. Four years ago a youth applied to me for admission; he was too young, and I got him into a ragged school; he robbed the school the first week he was there; I never saw anything of him until I met with him at Parkhurst Prison; he could neither read nor write when he came to me. He has no friends; his two brothers were transported; his father was a most desperate character; and the boy asked me to allow him to correspond with me, which I did. I will read a letter which he wrote to me. "Parkhurst Prison, Isle of Wight, Nov. 8th, 1852. Kind sir,—With the greatest of pleasure I now take the advantage of the privilege afforded me of writing my first letter to you (and which I hope will not be the last), as I promised you I would when you visited this prison; and you then condescended to approve of my (rather officious) request, of writing to you when opportunity offered. Thoughts of you very frequently flash across my mind (more especially while I am writing), and naturally with them my ungrateful and troublesome conduct towards you and your colleague in the useful and generous career of reforming and training up in the paths of virtue the most depraved of the young of Westminster. I hope that on the receipt of this letter you will be in good health, and in comfortable circumstances, as I have been, and am at present; thanks to the Giver of both. I now experience and bitterly feel the loss of the advantageous means of learning and improving I had when living with you; I know you did not see any thirst for learning in me when I was with you; but I think if I had not been moved away from under guidance and tuition, my better principles and character would have come out; for since I came here I've known a great deal more of myself than I did before; and now the means of learning I have here, I fain would wish them greater, for you must know that I have only two half days in the week. Nevertheless, I have not much cause to complain, for I am tolerably advanced in knowledge, both historical, geographical, biographical, and general; then I can cipher, and read, and write well, of which, together with grammar, spelling, and composition, this letter will carry to you some idea. I have a great love of poetry, of which I have written and composed a great deal, and of which mention was made to you by the schoolmaster, when you saw me here. I should be very glad to send you an example in my letter, but I have not space enough on this paper. In fact, I had composed a hymn, entitled, 'A Prayer for the Depraved.' It is likely I'll send it in the letter next quarter I write to you, viz. February; for at present I have a great many ideas and thoughts that I would like to convey to you, it being the first beginning of a long course of epistolary communication which I hope I will be enabled to keep up with you, by your condescension and permission, and which will give me the greatest pleasure and comfort. I shall be anxiously waiting for a return letter in reply to this, and will be very glad to find it as large a one as you can send, with plenty of good and practical advice in it; or I should be very glad if you would send a little tract enclosed in it, or if you could afford the means of sending me a useful book or two, of which I would avail myself, and profit by its contents. I very often think that if I could but once get back with you again, how I would profit by your instructions,

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and try and assist you in your blessed work as much as I could; but I fear such thoughts are hopeless, for I must go abroad, though I would do anything still to remain in England, this happy country, where the Gospel sound is everywhere."

1833. Sir *J. Pakington.*] How long had that boy been at Parkhurst?—Nearly four years, I think.

1834. Did he fall into crime after he left the ragged school?—He did.

1835. You met with him accidentally in Parkhurst?—Yes.

1836. Do you know for what crime he was sent there?—For burglary.

1837. What is the age of the boy?—I should say about 17.

1838. Sir *W. Jolliffe.*] As an establishment for juvenile criminals, you think that the system which is adopted at Parkhurst is a perfectly good system?—I think so, with the exception of the boys being sent out as convicts.

1839. *Chairman.*] Is there any point in which it appears to you that the system which is adopted at Parkhurst is capable of improvement?—There was one thing I regretted to observe at Parkhurst, but it appeared they could not well do without it; I mean the soldiers round the prison. I think it would be far better to have a wall than to have soldiers; it has a bad effect on the minds of the prisoners.

1840. Have you any other suggestion to make respecting Parkhurst?—I look at Parkhurst as a prison.

1841. For its purpose you think that the system adopted there is extremely good?—I certainly do; and in the reformatory school or in the preventive school, if a boy should abscond, or, after repeated acts of insubordination, be dismissed, and should again be apprehended, I would suggest that he should be committed for trial; and if it were found that he had been an inmate of either of the schools, that he should be transported; and the sentence should be commuted to imprisonment in Parkhurst Prison, or some other prison where there is good discipline.

1842. Mr. *Miles.*] Do you think that the warders who are appointed in Parkhurst are exactly the description of persons under whom boys should be put in a reformatory school?—The deputy governor and the warders, whom I have seen, are the best description of men I have ever seen in prisons.

1843. Are they the description of men, supposing reformatory schools such as Parkhurst to be established throughout the country, to whom you would willingly leave the care of the inmates?—I think so.

1844. Mr. *Adderley.*] Do you think that Parkhurst is a model of the reformatory school you propose?—I certainly think that Parkhurst is a model for a reformatory school, as to the treatment of the inmates; but I should not confine them to the reformatory or preventive school.

1845. You propose that there should be a wall, although you object to soldiers?—Yes.

1846. Then there is a difference between Parkhurst and your reformatory school?—I should consider Parkhurst a prison. In a reformatory school I would have the same discipline, but not confinement.

1847. Is the only difference between the reformatory school you propose and Parkhurst the system of sentries and boundary walls?—That is the only difference.

1848. You would object to your reformatory school having a boundary wall?—Yes, or any keys or locks on the doors; it should be all voluntary; and if any of the inmates were to abscond, there should be no short imprisonment, but transportation, and that should be commuted into imprisonment at Parkhurst.

1849. If there is no difference between your preventive school and your reformatory school, why do you separate them?—That there may not be a mixture of criminals with those who have not been imprisoned.

1850. When you say that nobody should go to your preventive school who had been imprisoned, you contemplate a much more discriminating administration of justice in sending children to prison?—I should not send them to prison; I should get them admitted into the preventive school.

1851. The great number of children who now go to prison would not go to prison under those circumstances?—No; they would be admitted into preventive schools. I should not commit them to the preventive school, or it would be a prison.

1852. Do you see no objection to making the places for the reformation of criminals

criminals identical in character with the school supplied to those who are merely in want of tutelage?—No. Mr. *Charles Nash.*

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1853. Mr. *Miles.*] You have stated that even supposing reformatory schools were general throughout England, still you would retain Parkhurst as a prison for the worst boys?—I should decidedly; that is, for those who abused the privileges which were offered to them, both in the preventive and reformatory schools, I should have them transported.

1854. Mr. *Adderley.*] You would not have any criminal boys sent direct to Parkhurst, but only through the reformatory school?—Yes.

1855. *Chairman.*] Then you would have, in point of fact, three classes of institution for juvenile offenders; first, the preventive, to which your first class would go; secondly, the reformatory; and, thirdly, an institution like Parkhurst?—Exactly.

1856. Does any other suggestion present itself to your mind with reference to the objects of this inquiry?—I should like to make an observation with reference to the conducting of the schools.

1857. Which class of schools?—Either class. I think the person who is employed as superintendent should be a person fit for the situation, and that the situation should not be fitted for him. He should devote the whole of his time to the boys; they must look up to him as their father, and he must regard them in every respect as his children, and treat them accordingly; they must be studied individually; he must live with them; no corporal punishment must be resorted to, for it only tends to harden. There should be no cells, or anything approaching to a prison; there should be nothing but kindness in such schools. I would not recommend large schools for boys; there should not be more than 50 boys in a school. I have 100 men at Westminster, but men are more easily treated than boys. I would not recommend more than 50.

1858. Might it not be difficult to find many persons qualified to conduct these schools?—I think not. The schools must be regarded as homes, and the inmates treated as a large family.

1859. You think it would not be difficult to find many persons possessing the requisite mixture of kindness and firmness?—There would be a difficulty, but I think they are to be found.

1860. Can you suggest any mode of training persons for that purpose?—Training will not do. A trained teacher is very little good if he has not his heart in the work; he must be interested in the work, or he will do no good.

1861. Mr. *Miles.*] You have spoken of reformatory schools not containing many inmates; do you not think that a reformatory school should be made large, for the sake of saving expense, and that at the same time a distinct master should be put over a separate number of scholars, so as to divide the schools into homes?—I should not object to that.

1862. I have before me a return of the number of male and female prisoners, under 17 years of age, committed for trial and convicted summarily within the several assize circuits of England and Wales, for the year ending Michaelmas 1851; and I find that, taking those two classes, they amount to no less a number than 11,984. Do you think, looking at your former answers as to the description of persons whom you put over the children, in order to carry out the reformatory process properly, there would be difficulty in finding persons who would be able to train the children as you have before described?—A trained teacher would be useless for the situation. I think persons qualified for the situation are to be found amongst such classes as Scripture readers or City missionaries, or ragged school teachers. I think that one properly qualified person would have no difficulty in managing such an institution. I have now 107 men and boys; there is no one but myself in the institution; I never have an impertinent answer given to me; I have only to desire a thing to be done, and it is done.

1863. Among City missionaries, you have probably considerable acquaintance?—No, I have not.

1864. You conceive there will be no difficulty in finding persons who would conduct these establishments more as parents to the children who were put under them, than as schoolmasters?—There would be a difficulty; but there are men of the description to be found.

1865. Who should make the choice of the individuals set over them?—A committee, of course, would inquire into the qualifications of a man; but when once

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a suitable person was appointed to the situation, the committee should never interfere with him: he must be a person who is suitable for his work, which must be left entirely to his own charge. If there was the least interference by a committee of gentlemen with the master of the school, of course the inmates would not look upon him as their superior.

1866. As there would be only two classes of schools, leaving out Parkhurst altogether, considering the immense number of criminal children, would you have two general committees?—Yes, I should say so.

1867. You propose that there should be two general standing committees in the second class, and you propose, also, that the Government should pay the cost of emigration?—Yes.

1868. Consequently, in the second class, namely, the reformatory school, you would permit the Government to take some part in the committee?—Not to interfere with the internal management of the school. The person appointed must be suited for the situation, and the committee should not interfere with the internal management of the school, further than the financial department.

1869. Of whom would you compose the two committees?—They should be composed of gentlemen who are interested in the work. Government should not have anything to do, more than sending the inmates away; it would not do to interfere between the master and the inmates.

1870. Then the committee would merely have to choose the master?—Exactly.

1871. And immediately the master was chosen, everything must be left to his responsibility?—Yes.

1872. Sir *W. Jolliffe.*] You think that even Government inspection would be mischievous?—Very mischievous indeed among that class.

1873. *Chairman.*] In your opinion, it would not be possible to train a person as a master of one of these schools?—No.

1874. You look to the masters being supplied from the class of City missionaries, Scripture readers, and persons of that description?—From among persons who have been in the habit of visiting the low haunts of infamy and vice to which these children resort.

1875. Do you find that a greater number of persons are devoting themselves from time to time to teaching in ragged schools, and as City missionaries?—Yes, and as Scripture readers.

1876. Do you, therefore, come to the conclusion that a greater number of persons properly qualified would be found to devote themselves to the work of masters of institutions of this kind?—Yes.

1877. You believe there is a constantly increasing number of such persons?—I do.

1878. Why do you object to Government inspection?—For the same reason that I object to interference with the internal management of the school; I consider that persons who have visited the children, and have been in the habit of visiting their parents, are more qualified to conduct such a school than that a Government inspector, who has never perhaps seen the inside of a lodging-house, should have power to order alterations to be made.

1879. Mr. *S. Herbert.*] You contemplate the school being assisted partly by Government?—By emigration.

1880. Not by any grant to the school?—No.

1881. Mr. *J. Ball.*] Do you conceive that the establishment of such voluntary schools will be sufficient to meet the wants of the population without Government assistance?—I should hope so.

1882. You do not think it will be necessary to look to Government for assistance, but that voluntary effort will suffice?—I think it ought to suffice; for it is a great saving to the public, when the children are reclaimed.

1883. Do you think it will suffice?—I think it will suffice.

Reverend *George Binks De Renzi*, B. A., called in; and Examined.

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1884. *Chairman.*] ARE you the Chaplain of the Borough Gaol at Leeds?—Yes.

1885. How long have you been so?—Three years next July.

1886. Does a large amount of juvenile delinquency come under your notice in the course of every year?—Yes; my attention has been drawn to the subject in

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in consequence of the very large number of juveniles who are committed to our prison; I find that at the present time they form about 14 per cent. of the total committals to our gaol. It is also a very important fact, that of the adult population of Leeds prison (on March 1st) charged with offences involving dishonesty, 21 per cent. commenced their criminal career when they were boys; and taking the more serious classes of offenders, upon whom the sentence of transportation has been passed, that 35 per cent. commenced their criminal career as boys. In these observations I refer exclusively to male offenders.

1887. What proportion of the boys come under the class of orphans?—There were 163 committals of boys to Leeds prison in the year ending October last, of whom 87 were either wholly orphans, or deprived of one of their parents.

1888. You have heard the opinion of the last witness with regard to the leading causes of juvenile crime; without going through those causes in detail, do you concur generally with his statements on that subject?—My experience goes to show me, that in the great majority of cases the crimes of the children can be traced to the neglect or the profligacy of the parents. It has not occurred to me, in my experience of prisoners committed to Leeds Gaol, that the lodging-house system, alluded to by the last witness, has been productive of the large amount of evil which he suggests as having resulted from it in the metropolis.

1889. Your attention has been drawn to the terms of the reference to this Committee?—Yes.

1890. Are there any suggestions with which you can favour the Committee?—There appears to be a very general agreement of opinion among all persons who have been brought in contact with criminals, that juvenile crime is to be traced to the parents; and I think that as the neglect or the vice of the parents lies at the root of the evil, we ought, in order to arrive at a remedy, to inquire whether there are not some special circumstances affecting the condition of the lower orders of the people, which are calculated to induce those habits which result in the neglect and ill usage of the children, or which throw obstacles in the way of such parents as wish to do their duty to their children.

1891. You have made that a subject of inquiry?—I have.

1892. In addition to the causes which have been pointed out by the last witness, can you mention any that have presented themselves to your mind?—Amongst the circumstances of this kind affecting the condition of the lower orders, and which are likely to induce those habits which lead their children into crime, one of the most prominent is the very inadequate accommodation which exists in their houses, and the great crowding together of dwellings in large towns. The arrangement of the dwellings will not allow of the observance of the ordinary decencies of life. I hold in my hand the eighth annual report of a society which has been established at Leeds, called "The Domestic Mission Society;" it appears that a suggestion was made that the missionary should make some inquiry with regard to the dwellings of the lower orders of the people in Leeds. He made that inquiry, and visited 658 houses and cellars, containing a population amounting to 3,457; out of which only 247 attended a day school. It appeared to me almost incredible, and I dare say it will appear equally so to the Committee, that for these 658 houses there were but 62 privies provided. I need not attempt to trace the close connexion which exists between physical and moral degradation; but it appears to me that it is impossible to expect a moral population in a neighbourhood of that kind. I think that any measures which are calculated to improve the dwellings of the labouring classes will exercise a very important influence in the suppression of crime generally.

1893. Have not great pains been taken by Mr. Beckett Denison, the son of the member for the West Riding, with that view?—He has turned his attention to the subject, and has provided a model lodge-house for males, and lately he has erected one for females.

1894. Upon a plan which seems likely to do great good?—Upon a plan which seems likely to do a great deal of good.

1895. Will you proceed with your suggestions?—I find that the danger of contamination from the passing of children along the streets to and from school is very great; and the existing school arrangements increase the danger. It frequently happens that both parents are absent from home during the day at work; and the consequence is, that for a considerable portion of the day, when the school breaks up for meals, the children are left to wander about the streets. I would suggest the addition of some arrangement to the existing schools, the

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effect of which would be to withdraw from the streets the children of such parents as are engaged by their occupations from their homes during the day, or whose dwellings are at a distance from the school. I believe that an arrangement which would allow the children to have their meals at the school, and thereby withdraw them from the streets, would tend to prevent a great deal of the corruption to which the children of the lower orders are exposed.

1896. What kind of arrangement do you contemplate?—I think there should be a provision for enabling the children to have their meals at school, instead of breaking up at 12 o'clock and having their own way till two o'clock, wandering about the streets and running wild over the town where they please. I do not apprehend that the managers of schools would have any difficulty in effecting an arrangement of this kind. The dinner might either be provided at the school, for which a small charge would be made, or the children might be allowed to bring it with them from home. The different circumstances of each locality would suggest which would be the best plan to follow. There is no doubt, that in a great measure juvenile delinquency may be traced to the drunkenness of the parents, especially that of the father.

1897. What do you propose with respect to that?—First, I propose to diminish the existing sources of temptation to that vice, to a considerable extent.

1898. How?—By the total suppression of beerhouses. From what I have been enabled to learn, I believe that a great number of them are in the hands of persons of very bad characters, and I know that many of them are places where persons who are professedly thieves meet to plan their robberies. Again, it occurs to me that the education which the lower orders receive, tends indirectly to produce habits of drunkenness and profligacy. Taking the mass of our population, they are utterly ignorant. The man has not received such an education as qualifies him for employing his evenings at home in a profitable and interesting manner; he must have recreation of some kind; and the consequence is, that being unable to provide himself with profitable or interesting recreation at home, he is driven to the grosser pleasures of the public-house; and I think that any measures which are calculated to improve the education, and thereby to advance the moral elevation of the people, will tend very much to the repression of juvenile crime, inasmuch as it will withdraw the parents from the public-house, and thus lead to the decrease of this pernicious vice.

1899. Mr. *S. Herbert.*] You do not propose to abolish public-houses as well as beerhouses?—No.

1900. Would you restrain the sale of beer in public-houses?—I would not permit the sale of beer where it was to be drunk on the premises.

1901. In public-houses beer is drunk on the premises?—Public-houses are more under the supervision of the magistrates than beerhouses.

1902. If you abolished beerhouses, would not public-houses increase in number?—Not necessarily; it is left to the discretion of the magistrates whether they will license a house or not

1903. Would not public-houses, equally with beerhouses, become the resort of persons meeting as you have described?—As I have already said, public-houses are much more under the supervision of the magistrates; and, I think, if they could be placed still more under their supervision it would be desirable.

1904. Sir *W. Jolliffe.*] Does the risk of losing the licence at the will of the magistrates operate as a salutary control?—I have no doubt of it. And it would operate with still more effect, if, by the abolition of the beerhouse system, the door was entirely shut against the sale of drink by persons who had been deprived of their licence by the magistrates.

1905. Lord *Drumlanrig.*] Is there a very large number of beerhouses in Leeds?—A large number; there are 32 public-houses for the 658 dwellings alluded to; that is, one place in which beer is drunk and sold to every 20 dwellings.

1906. *Chairman.*] Can you state how many beershops there are in Leeds?—No.

1907. What is your next suggestion?—It strikes me that the sort of education which our female population receives does not qualify them at all to discharge the duties either of wives or of parents; and the consequence is, that being incapable of rendering their homes either comfortable or attractive to their husbands, the latter are induced to seek elsewhere, mostly in the public-house, what their own home fails to supply. My attention has been directed to this subject, in consequence of what I have observed amongst our female prisoners at Leeds.

1908. Among

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1908. Among young girls?—Females under 25 years of age. I will state the result of an inquiry which I caused to be made. I have a return relative to 28 female prisoners of the age of 25 years and under 25, confined in Leeds prison, on the 1st March 1853. Of that age, there were 28 in the prison on the morning of that day.

1909. Sir *J. Pakington.*] Down to what age?—Down to about 16. We hardly ever have females under 16 years of age in our prison. Our female juvenile criminal population is very small indeed. Of these 28, I found that there were eight sufficiently skilled in needlework to make a working man's shirt, that there were five able to wash and get up ordinary apparel, and that there were five who could perform the common operations of house-cleaning. I told our matron the purpose for which I wanted the information, and that I wished her to be very particular not to overstate the matter; and this is the result of the inquiry I made. This is a sample (it may be an unfavourable sample) of our female manufacturing population; and it is impossible to suppose that persons with such scanty acquirements as these persons seemed to possess, can satisfactorily discharge the duties either of parents or wives.

1910. *Chairman.*] Is this peculiarly the case in manufacturing towns?—That I am not prepared to state.

1911. You cannot say how far it is ascribable to their going to factories?—I believe they go at an early age to factories; it is a kind of labour which employs a great many young persons; and they have not an opportunity of learning those domestic and home duties which are necessary to qualify them for the discharge of the duties of parents.

1912. Mr. *Miles.*] Does the return, to which you have alluded, specify in the three classes, that the persons who were able to do some common work were all the same people, or that they were different people?—The return does not specify that; but I may state that those who were sufficiently skilled to make a shirt, were also able to wash a shirt and to perform the common operation of cleaning a house.

1913. Then in all probability, out of the whole 28 persons you have mentioned, not more than six would be able to perform domestic duties?—I think so.

1914. *Chairman.*] What is the system of treatment adopted in Leeds Gaol?—Our system at Leeds is the separate system, with, however, considerable modifications. The boys particularly, have opportunities of attending school, and there are other breaks on the system, which modify it very much.

1915. What are the peculiarities of your system?—I am not aware that there is anything so singular in our discipline, as to amount to a peculiarity. I may state, however, that I do not think it is at all advisable to force the reading of the Scriptures on the prisoners. When a prisoner comes to us, if he is able to read, a volume is placed in his cell containing the Book of Common Prayer, a selection of hymns, and the New Testament; and there is a notice in the beginning of each volume, that if the chaplain permits it, any prisoner can have a Bible. I make it a privilege for a man to receive the Bible, instead of forcing it on him; and I find that it acts as an incentive to good conduct, particularly with boys. I give them the Bible on condition that they shall not be found guilty of any prison offence, and that as soon as they violate this condition they forfeit the Bible. Once a boy has received a Bible, he is hardly ever found to commit a prison offence.

1916. Have you made a calculation of the expense of the treatment of a certain number of children under the present system?—I have.

1917. Will you explain it to the Committee?—I was induced to make the calculation, from having observed the evidence given by Mr. Osborne, before a Committee of the House of Commons. He made an estimate of the expense of a number of boys committed to Bath Gaol, and it was in this way I was led to turn my attention to a similar estimate with reference to a number of boys committed to Leeds Gaol. Our prison was opened on the 11th October 1847, and I took every boy who was committed during the subsequent year, down to the 11th October 1848. I found there were 115 boys, and that during the four subsequent years, down to 11th October 1852, they had been committed 294 times to Leeds Gaol. I also found that the actual amount of imprisonment undergone in Leeds Gaol, was 67 years and six months, giving an average imprisonment

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to each offender of 8½ months. Of the 115, there were 35 who were not committed a second time, and, deducting the time they passed in prison from the actual amount of imprisonment undergone in Leeds Gaol by the whole of them, it is shown that each of the more hardened offenders thus committed to prison more than once had undergone an average imprisonment, in broken periods, of 12 months. With regard to the expense, I adopted Mr. Osborne's plan; I bestowed great pains on the particular items, avoiding guessing as much as possible. I took care to get the actual expense wherever it was possible to ascertain it; and the result which I arrived at is, that the 115 boys up to the 11th October 1852, when this return was made, had cost 8,222*l.* 15*s.* 3*d.* That gives at the rate of 71*l.* 10*s.* for each of the 115 boys; or, taking by themselves the 80 who appeared to have contracted the habit of crime, we find that the loss occasioned by them to society amounts to 8,060*l.* 13*s.* 3*d.*; or at the rate of 100*l.* 15*s.* 2*d.* for each of the more hardened offenders.

1918. In your calculation you include the expense of prosecuting and the expense of maintenance?—The expense of prosecuting, the expense of maintenance, and the expense attending their transportation. There is also an estimate of the loss occasioned to society by their depredations.

1919. Do you mean the value of the property stolen?—Yes.

1920. Sir *J. Pakington.*] Could you ascertain very correctly the value of the property stolen?—I took Mr. Osborne's plan.

1921. In your own case?—I believe my estimate is far under the mark. There is a very important fact which it strikes me this paper brings to light; that is, that the present system of dealing with juvenile offenders involves an actual imprisonment, although in broken periods, in the case of the more hardened offenders, of nearly 12 months before they are transported.

[*The Witness delivered in the following Document:*]

LEEDS BOROUGH GAOL.

RETURN of all the MALE OFFENDERS under Seventeen Years of Age, Committed in the Year beginning 11th October 1847, and ending 10th October 1848; showing their subsequent Committals during the Four following Years, up to 10th October 1852; also the Amount of Imprisonment undergone by each Offender, and the Aggregate of the various Terms of Imprisonment of all the Offenders; also the Number Transported, and the Aggregate of their several Terms of Transportation.

	Offenders.	Committals.
Committed once	35	35
„ twice	14	28
„ thrice	18	54
„ four times	19	76
„ five times	8	40
„ six times and upwards	21	153
	115	386
Deduct committals to other gaols		92
Committals to Leeds Gaol		294

AMOUNT

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AMOUNT of IMPRISONMENT undergone by each Offender.

1 month, and periods under - - - - - -	22
Above 1 month and not exceeding 2 months -	5
„ 2 months „ „ 3 „ -	9
„ 3 „ „ „ 4 „ -	7
„ 4 „ „ „ 5 „ -	5
„ 5 „ „ „ 6 „ -	7
„ 6 „ „ „ 8 „ -	9
„ 8 „ „ „ 10 „ -	16
„ 10 „ „ „ 12 „ -	9
„ 12 „ „ „ 15 „ -	7
„ 15 „ „ „ 18 „ -	8
„ 18 months - - - - - -	11
	115

AMOUNT of all the TERMS of IMPRISONMENT.

	Years.	Months.
Actual amount undergone in Leeds Gaol - - - - - - -	67	6
Estimated amount in other gaols, supposing the average amount of imprisonment on each committal to be equal to that on each committal to Leeds Gaol, which gives 92 committals, at two months - - -	15	4
Total - - -	82	10

Or an average Imprisonment to each offender, of 8 ½ months.

NUMBER TRANSPORTED, and Amount of their several Terms of Transportation.

	Offenders.	Years.
Transported for 7 years - - - - - -	25	175
„ 10 „ - - - - - -	4	40
„ 15 „ - - - - - -	2	30
	31	245

ESTIMATE of the EXPENSE to the Country of these 115 Offenders, prepared according to a similar Estimate given in evidence by the Rev. *W. Osborn*, Chaplain of Bath Gaol, before a Select Committee of the House of Commons.

	£.	s.	d.
For maintenance of these 115, at different times, in Leeds Gaol, during the five years ending October 10, 1852, amounting to 69½ years of imprisonment, at 15*l.* 4*s.* a year, the present average cost of each prisoner, per annum, in Leeds Gaol - - - - - - - - - -	1,056	8	-
For maintenance of 31 of them who have been transported from Leeds, calculating that they will be a public burden for only half of their sentences, 122½ years at 25*l.*; which on the authority of Capt. O'Brien, one of the directors of convict prisons, is a fair charge - - -	3,062	10	-
To 189 summary convictions at 8*s.* each, the actual expense of a summary conviction - - - - - - - - - - -	75	12	-
To 104 Prosecutions at Sessions, at 6*l.* 19*s.* 9*d.* each, which is the average cost of each case tried at the last four sessions - - - - -	726	14	-
To one prosecution at assizes, the actual cost of which was - - -	13	11	3

(*continued*)

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	£.	s.	d.
To part maintenance of 80 of them (35 being deducted, who have not been re-committed, and who therefore we suppose to have maintained themselves) for such periods during the five years as they were not in gaol while unemployed, living at unions, or by begging, supposing that they honestly maintained themselves for half the time of the *267½ years while out of gaol, which gives 133½ years, at 8*l.* - - - -	1,068	–	–
To property destroyed, stolen, or lost over and above the amount for their support, supposing this item to be equal to the preceding - - -	1,068	–	–
To rent for cells in gaols, for 192 years, at 6*l.* per annum - - -	1,152	–	–
£.	8,222	15	3

* This sum is obtained thus :—

	Years.	
80 × 5 gives an aggregate of - - - - - - - - -	400	
Deduct the aggregate of the various imprisonments of these 80; viz. - - - - - - - - - - *Years.* 65		
Also, the portion of transportation served prior to October 11, 1852 - - - - - - - - - 67½		
	132½	
Whole period for which the 80 were out of gaol during the 400 years - - - - - - - - - - - - -	267½	divided by 2.
	133½	

This estimate, it will be seen, takes no notice of any committals but those to Leeds Gaol; 92 committals are known to have taken place to other gaols; but to those acquainted with the migratory habits of the criminal class it will be clear that this number gives a very inadequate idea of the real extent of the depredations of these youths in other places; and as there exist no means of ascertaining the requisite information for the forming an estimate of the whole expense and loss to the country which they have occasioned, it is thought better to ground the present estimate on what is known of them in the scene of their debut in crime. But even within these limits the facts revealed are sufficiently startling. If the estimate be correct (and if it errs, it is, I am pursuaded, in being under rather than over the reality), it appears that the expense and loss to the country occasioned by the criminal proceedings of these youths in Leeds alone, amounts to the almost incredible sum of 8,222*l.* 15*s.* 3*d.*, or at the rate of 71*l.* 10*s.* for each of the 115; or taking by themselves the 80 who appear to have contracted the habit of crime, we find that the loss occasioned by them to society amounts to 8,060*l.* 13*s.* 3*d.*, or at the rate of 100*l.* 15*s.* 2*d.* for each of the more hardened offenders. It is also worth remarking, that the sundry terms of imprisonment undergone by each of the 115, give an average of nearly nine months to each; or again, looking at the 80 by themselves (and excluding the 35 who were not re-committed, and the sum of whose imprisonments is 4½ years), that the time spent by them in gaol, made up of various imprisonments, amounts to nearly 12 months for each. This fact, as it appears to me, is very significant; it clearly proves the futility of short imprisonments. The present system entails an imprisonment of nearly 12 months on each of the more hardened offenders, but orders it in such a way that it becomes futile for the purpose either of deterring or reforming.

The cost of the 80 by themselves is obtained thus :—

	£.	s.	d.
To maintenance of the 35 who were not re-committed for 4½ years, the amount of their several terms of imprisonment at 15*l.* 4*s.* - - -	68	8	–
To 27 summary convictions, at 8*s.* - - - - - - - -	10	6	–
To 8 prosecutions at sessions, at 6*l.* 19*s.* 9*d.* - - - - -	55	18	–
To rent of cells, 4½ years, at 6*l.* - - - - - - - -	27	–	–
Cost of the 35 - - - - - - - - - - - - -	162	2	–
Which deducted from the total - - - - - - - -	8,222	15	3
Cost of the 80 - - - - - - - - - - - - - -	8,060	13	3
Cost of each - - - - - - - - - - - - £.	100	15	2

1922. Mr. *Miles.*] As one of the items in the cost of each person to the country, you mention transportation?—Thirty-one of the 115 have been transported, and the cost of their transportation is included in the estimate.

1923. Sir

1923. Sir *J. Pakington.*] In your average of imprisonment do you include the period each transport passes in gaol before he goes abroad?—No, only the sentence of imprisonment.

1924. Mr. *Miles.*] What actually takes place in your own gaol?—Yes.

1925. *Chairman.*] So far as you have observed, do you consider the present mode of prison treatment effective with regard to juvenile delinquents?—If we are to look at the rate at which we receive boys back again, it certainly is not effective. Upwards of 70 per cent. of these boys have become hardened criminals; but it strikes me that this result is not so much owing to the ineffective system of treatment as to the want of means of disposing of the boys after they have undergone the treatment.

1926. Have you any suggestions to offer to the Committee on that subject?—It is a very difficult subject.

1927. You have considered it a good deal?—I have considered it a good deal. In the first place, I think that the system of short imprisonments ought to be done away with altogether in the case of children.

1928. What do you mean by "short imprisonment?"—An imprisonment of seven days, and gradually increasing until it arrives to a period of three months. The effect of such periods of imprisonment cannot be good; they can neither deter nor reform: they cannot deter, because a prison is far worse to the boy's imagination than it is in reality. The only effect of sending him to prison for a short period is to disabuse his mind of the wrong impression that he had with regard to a prison. It is impossible to reform, because reformatory treatment implies a considerable period of detention. It has this bad effect, that it gradually familiarises a boy with the prison; so that by the time he receives a sentence, perhaps of 9 or 12 months' imprisonment, he can bear that sentence with as little inconvenience to himself as he could an imprisonment of two or three months at first. The process of gradation in the sentence gradually familiarises the boy with imprisonment, and enables him to bear it much better than he otherwise would.

1929. What system would you adopt in the place of the system of short imprisonment?—In cases of second conviction I should be in favour of a mode of dealing with juvenile criminals somewhat analogous to that which is at present adopted in the case of prisoners under sentence of transportation; prisoners who are under sentence of transportation are now in the first place sent to a prison, where they undergo probationary confinement for an average period of 10 or 12 months, and are afterwards transferred to another prison, where they are subject to a milder discipline, which is better calculated to prepare them for mixing in society afterwards. I would propose that such boys should be sent to prison, in the first instance, to undergo penal treatment, and that they should afterwards be transferred to some institution where the treatment would partake more of a reformatory character than it can in any prison.

1930. Would you invariably subject a boy who is convicted of his first offence to some amount of penal treatment?—I think it is desirable to avoid sending a boy to prison as long as possible; and in the case of a first offence, I should be disposed to give very great discretionary powers to magistrates. The first conviction does not necessarily imply the first offence; the first conviction is no criterion of the extent of a boy's criminality; but by leaving it in the discretion of the magistrate, he would have power to inform himself of the previous habits of the boy, and whether he had been sent regularly to school, or had been known to associate with thieves. If it was found that the boy had not contracted criminal habits, I would allow the magistrate to restore him to his parents in the first instance.

1931. Although the magistrate may have the means of conducting an inquiry of that kind, must not those means be very often imperfect?—The police generally know whether or not children are the associates of thieves.

1932. Is it not the fact, that many of the boys are strangers to the town, and that nothing is known of their former history?—Not very many; most of the boys who are committed to Leeds prison, belong to the town. Occasionally, of some who are passing through the town, very little can be known.

1933. You say that a large proportion of them are orphans?—Yes; but with reference to the class of boys who come to the prison, a large proportion of them are drawn from the Irish, who are constantly immigrating. There were 42 boys

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of the age of 16 and under 16 in our prison, on the 1st of March, and the proportion of those who were Irish was 22, leaving 20 born of English parents.

1934. Is there a large Irish population in Leeds?—Yes.

1935. Sir *J. Pakington.*] When you said that you would vest a large discretion in the magistrates whether there should be penal punishment, you meant that you would equally vest that discretion in all courts and in all cases?—Yes.

1936. *Chairman.*] With regard to the reformatory institutions which you have mentioned, upon what plan should they be conducted?—I am not prepared to go into details; but the treatment should be entirely of a reformatory character.

1937. Would you have the whole of the reformatory treatment carried out in the same establishment, or in a different establishment?—The treatment I recommend embraces a penal and a reformatory stage of discipline, and I think it will be more likely to be effective if carried out in different establishments.

1938. You think there should be two classes of establishments?—Yes; the prison, in the first instance; I think we cannot dispense with prisons for boys. After imprisonment there should be the reformatory establishment.

1939. Mr. *Adderley.*] For the same cases?—For the same cases.

1940. Sending a boy first to prison?—Yes; I should treat them in a way analogous to that in which prisoners who are under sentence of transportation are treated. They are sent, in the first instance, to pass a portion of their sentence in separate confinement, and afterwards they are subjected to another imprisonment where there is a milder discipline.

1941. *Chairman.*] Would you make it imperative upon the magistrates to send a boy convicted of a first offence to prison in the first instance, or would you permit the magistrates to pass over the prison and send him to the reformatory?—I do not propose that any boy should go to the reformatory, without passing through the prison.

1942. Mr. *Miles.*] You would only allow the magistrates a discretionary power over first offences?—Yes.

1943. In cases of second offences, either of committal under Sir John Pakington's Act, or of conviction before a judge or recorder, the criminals would undergo a certain amount of imprisonment in the prison, and from thence they would be transferred to a reformatory school?—Yes.

1944. Mr. *Adderley.*] For the first offence they need not go to prison at all?—For the first offence, I propose that the magistrates should, if they think fit, restore them to their parents.

1945. Or send them to the reformatory school?—No.

1946. Is there any case of first offence in which you would allow the magistrates to send a boy direct to the reformatory school?—No.

1947. Mr. *J. Ball.*] In proposing that a boy, if he is dealt with at all, should go in the first place to prison, is it your object to deter the boy or to reform him?—I conceive that it is necessary to show even a boy that the law cannot be infringed without bringing its punishment along with it; and I think it is necessary also, for the sake of the after reformatory treatment; I think that a boy will be more likely to profit by the treatment of the reformatory school if he has undergone a penal stage of discipline.

1948. From your knowledge of the present state of prisons, do you conceive that a committal for a short preliminary period to prison, will generally be conducive to the reformation of youths?—I have no doubt of it, if the prison is conducted on the separate system.

1949. From your knowledge of prisons at present, do you consider that the arrangements are sufficient to ensure that boys who are committed to prison in the way you propose would go through a portion of the period in separate confinement?—There are still many prisons, the arrangements of which are insufficient for this purpose, and I am afraid there are not a few in existence which do much to corrupt a boy and to make him more hardened.

1950. Have you heard the suggestion which has been made, that reformatory schools should include a department in which boys should pass the probationary period?—Yes.

1951. Would that meet your view?—I should prefer that the penal and the reformatory treatment should be conducted in different establishments; and for this reason, that in the reformatory school we want to develope right principles of action. I am afraid, if the penal treatment were hanging over a boy, his good conduct might result rather from the fear of the penal treatment that would be always

always in view than from right principles. But I should prefer such an arrangement as the Honourable Member has referred to, to committing a boy to a prison which would not admit of his passing the probationary period in separate confinement.

1952. The suggestion which was made by one witness was, that boys sent to a reformatory school should in every case pass through a preliminary period of probation, not with reference to their conduct while they were there, but with the view which you seem to have?—Yes; but if a boy misconducts himself in the reformatory school, of course he renders himself liable to be sent back to the penal stage.

1953. In such a reformatory school as you contemplate, would you not have a department of the school under the name of "penal ward," or otherwise, in which boys who misconducted themselves should be detained?—If a boy were found to be unmanageable, instead of confining him in a penal ward, I would send him back to the prison.

1954. *Chairman.*] What should be the character of the training in this reformatory institution?—Chiefly with a view to fit them for agricultural pursuits.

1955. Would you have the institution in an agricultural situation?—Yes.

1956. To what length of time should the detention of the boys extend?—That is a very difficult question; I am not prepared to say to what length it should extend; but I certainly recommend that a minimum period should be fixed; I think that no boy, in cases of second conviction, ought to be sent for a less period than twelve months.

1957. What has occurred to you with regard to the final disposition of the boys?—I think that any system, whether purely penal or purely reformatory, or penal and reformatory combined, which does not make provision for the final disposition of the boys, must be ineffective.

1958. Have you any suggestions to make with regard to the final disposition of the boys?—I am in favour of the plan recommended by the last witness, namely, emigration; I think this is the only possible way of disposing of them; if you restore them to their old haunts and associates, all the pains and trouble which have been taken with them are entirely thrown away. That is the great difficulty we have now with our boys. I have no doubt that our present system works for good; and that a boy, when he leaves the prison, has been greatly improved; and that in a very great number of cases, if he could be removed to another sphere, he would do well; but the impossibility of disconnecting himself from his old associates who generally meet him at the prison gate on the morning of his discharge, completely destroys all the good that has been produced by the discipline of the prison.

1959. Do you conceive that your system has a tendency to fit him for an institution like that of Mr. Nash, and to make him desirous of availing himself of the benefits of such an institution?—I have no doubt of it. I have had many applications from boys who have undergone imprisonment in our gaol, imploring me to get them away to a situation where they would be beyond the reach of bad companions. At the present moment there are two boys in the reformatory school at Kingswood, near Bristol, whom I sent there a short time ago.

1960. Is there an institution of that kind in the north of England?—Not that I know of, except the institution connected with Durham Gaol. The chaplain of Durham Gaol has succeeded in founding an institution which appears to have worked a great deal of good.

1961. You deal with destitute children in a different way from that in which you treat criminal children?—I think that children who are found committing common acts of mendicancy, are not at all fit subjects for a prison. I propose that magistrates should have the power of committing them to an industrial school.

1962. Something like the power that is exercised in Aberdeen?—Yes.

1963. You would approve of such a power?—I would. It is impossible to convince a boy that he has committed any offence by asking alms when he is in a state of destitution; and I do not conceive that a prison is a place for offenders of that class.

1964. How should the expense of the boy's maintenance be defrayed?—I think that is a very important branch of the subject; and it has always struck me, that if the parents' responsibility could be enforced, it would lead very much to the suppression of juvenile crime; and I have no doubt, from inquiries I

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have made with regard to the earnings of the families from which our boys have come, that it is quite practicable. Of the 42 boys who were in Leeds prison on the 1st March 1853, taking the weekly family earnings at the time of the committal of the offences, there were earning 12*s.* and under 12*s.* six; from 13*s.* to 16*s.*, there were three; from 17*s.* to 20*s.*, there were three; from 21*s.* to 25*s.*, there were five; from 26*s.* to 30*s.*, there were seven; from 31*s.* to 35*s.*, there were six; from 36*s.* to 40*s.*, there were four; and from 40*s.* to 50*s.*, there were four. One was the son of a publican, and three were orphans, not earning anything.

1965. Sir *J. Pakington.*] Were those the earnings of the parents, or of the whole family?—The whole family.

1966. Lord *Drumlanrig.*] These are people resident in Leeds?—Yes.

1967. Sir *J. Pakington.*] Do the numbers you have given comprise the whole of the 42 boys?—Yes.

1968. *Chairman.*] From your experience since you have been chaplain of Leeds Gaol, do you infer that, in a large proportion of cases, crime has not been caused by the pressure of absolute want?—In the great majority of cases, crime has not been caused by the pressure of want.

1969. You were proceeding to state the manner in which you would enforce parental responsibility. What is your view on that subject?—I would make the parent contribute to the maintenance of the child while in prison, and I think the proceeding might take a form similar to that which is adopted in the case of a parent leaving his children chargeable to the parish. The parish relieve the children, and obtain an order on the father. I think that, in the same way the parish should be held liable in the first instance, and that a power should be given to the parish to recover from the parents in the same way as they proceed against a parent for neglecting his family.

1970. Then do you mean that the authorities of the gaol should recover the cost of maintenance from the parish, and that the parish should recover it against the father?—Exactly.

1971. Mr. *Miles.*] Suppose the case of a parent who has done everything he could to bring up his child in the best possible way. In such a case would you make the parent liable?—Certainly; I do not think the fact of a child having committed a crime, ought to relieve the parent of the natural responsibility to his maintenance.

1972. Would you come on the parent for the whole cost of the maintenance of the child in gaol, or for only a certain part of it?—I would leave that in the discretion of the magistrate, according as he thought the person was able to pay.

1973. Sir *J. Pakington.*] Do you mean that the order on the parish is to be made with reference to the supposed ability of the parent to pay?—I should require the full expense of the maintenance, if the parent were capable of paying it. If he were not capable of paying it, I should leave it to the magistrate to determine what sum he should pay.

1974. Mr. *Miles.*] Supposing the parent is not able to pay the whole of the sum, who is to pay the other part?—In that case I think the parish must pay it. I think it would act as a stimulus to the parish authorities to exert themselves more than they do on behalf of destitute children.

1975. Are you not arguing rather more from town parishes than from the whole parochial system of England?—It is probable that I am.

1976. Your experience has been exclusively in towns?—Yes.

1977. Sir *J. Pakington.*] Do you think that a large proportion of the youthful offenders who have come under your notice in Leeds are boys whose settlement could easily be ascertained?—There are a great number of Irish among them, as I have already stated; and I am not prepared to say whether their settlement could be easily ascertained or not.

1978. Do not you find many itinerant and destitute children who do not belong to the locality?—Not very many.

1979. Lord *Drumlanrig.*] Out of the 42 you have named there were none who did not belong to the locality?—None; they were all residents.

1980. Mr. *Miles.*] In all probability the 22 Irish boys whom you have mentioned were resident about the same locality?—Yes; they generally came from the very lowest neighbourhood.

1981. Would it not be a very great hardship upon the parishes, that an order should

should be made upon the parishes in which they were resident for the maintenance of 22 of these culprits?—I would give a power to the parish to recover from the parents; and I find that these parents are in the receipt of wages sufficient to indemnify the parish.

1982. *Chairman.*] With regard to orphan children, would you make an order on the parish?—I think an order should be made on the parish with regard to orphan children; I think that parentless and destitute children merely found in a state of vagrancy, and not in the commission of acts involving dishonesty, should not be committed to prison; that the poor-law authorities should be constituted their legal guardians, and that all the powers which naturally belong to parents should be transferred to the poor-law authorities. I find that, in the case of our industrial school (we have a very excellent one established at Leeds in connexion with the workhouse system), the boys frequently run away, and the guardians, as I understand the law, have no power to bring them back again. I think it is very desirable that, in the case of children who are wholly destitute, and have no natural protector, there should be some recognised authorities to stand *in loco parentis*; and I do not see that such powers can be vested anywhere with greater propriety, than in the poor-law authorities.

1983. With regard to destitute orphans, you would say that the poor-law authorities (that is, the guardians) should stand *in loco parentis*, and have the same power of apprenticing a child, hiring him out, and pursuing him when he got away from a place of this description, as a parent; and, in fact, stand exactly in the place of a parent?—Yes; but now, instead of that state of things, we find that a boy may discharge himself from an industrial school like the industrial school at Leeds, which is a very valuable institution, at any moment he thinks proper. I think it is preposterous that a child of tender years should have such a power given to him.

1984. Mr. *Miles.*] Is your industrial school a feeding school?—Yes; they board and lodge.

1985. Mr. *J. Ball.*] Is it a district school?—Yes.

1986. *Chairman.*] Is it a school belonging to the township of Leeds?—Yes; it is one of those schools which it has been suggested should be established and maintained by a number of contiguous unions, instead of the present pauper schools which are attached to each union.

1987. Mr. *J. Ball.*] It is conducted on the same system?—Yes; except that it is maintained by one union or township instead of a number of unions.

1988. *Chairman.*] Is there any further suggestion which you have to make?—There is another circumstance, which is calculated to lessen a parent's hold upon a child, which has struck me very much; that is, the practice of employing children in factories and otherwise without the intervention of the parents. The effect of this is to make children feel independent of their parents; thus, if a parent thinks proper to debar them of what they may think their rightful indulgences, they do not hesitate to leave the parents' roof and to go into lodgings for themselves. There is also, in the practice of which I speak, a very great inducement to dishonesty. I find, from what has been communicated to me by the boys in our prison, that the great majority of boys who are employed in mills and similar pursuits, never render to their parents a true account of the wages of which they are in receipt. It appears to me that a remedy might be found for this, and I believe it has been adopted in one of the mills at Leeds; that every boy of a certain age working in a mill should be provided with a ticket, on which his wages were entered. From the adoption of such a plan the parent would know that every boy is furnished with a ticket, and of course would have an opportunity of knowing the actual wages he received.

1989. You point out the laxity of the system in this respect as a cause of juvenile delinquency?—Yes; the boy begins by defrauding the parent, and he gradually goes on from bad to worse.

1990. Lord *Drumlanrig.*] In point of fact, your suggestion that the parents should be responsible must necessarily depend upon this, because it would be very hard that children should be taken away without the knowledge of their parents, and receive money which they can spend, and that then the parents should be called upon by the parish authorities, because their children had committed an offence, and had been committed to prison?—Yes; the parents have very little control over their children, and I have been often surprised at the number of children who, as soon as they were discontented with the arrangements

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of home, feeling they could support themselves, have left the parental roof and gone into lodgings.

1991. Mr. *Adderley*.] You would not absolve the parent from all responsibility on that account?—No.

1992. Otherwise you would inflict on the taxpayers a responsibility which properly belongs to the parent?—Yes.

1993. You are for enforcing the responsibility of the parent?—Yes.

1994. Mr. *Miles*.] In the case you have given, would it not be very difficult to come on the parent if, from the state of the labour market in Leeds, children, without the interference of their parents, can get employment where they like, and consequently are emancipated from parental control?—I have already pointed out the evil which results from the employment of children without the interference of their parents, and I have suggested as a remedy, that boys should be furnished with a ticket by their employer, on which should be entered the actual wages received each week.

1995. *Chairman*.] When you say there should be a penalty, you do not mean to make it a penalty on the parent in respect of the child, but you conceive that, by a kind of natural obligation, the parent is bound to maintain the child whether he is in or out of prison?—Not at all as a penalty, but because I conceive that, in every circumstance, a parent is naturally bound to support his child.

1996. Mr. *Adderley*.] You look on the reformatory school not so much as a place of punishment, but as supplying parental care?—Yes.

1997. *Chairman*.] Have you any particular suggestion to make as to the mode in which the facilities for disposing of plunder may be got rid of?—I would suggest an alteration of the law, to the extent of prohibiting children of a certain age pawning or selling.

1998. You would make it illegal for a pawnbroker or any shopkeeper to have a transaction of buying or selling with a child under a certain age?—Decidedly.

1999. What age would you suggest?—I should take the age of 16, by which at present we define juvenile offenders.

2000. You would make all transactions of buying, selling, and pledging by a child under 16 illegal?—I would make them illegal. You may be able to prove the fact of buying on the part of the receiver, but it is very difficult to prove "guilty knowledge," owing to the very great caution with which they conduct their operations. I may illustrate this by a circumstance which came to my knowledge a short time back. A boy had stolen a common cart cover; he took it to one of these houses to dispose of it, and asked 6*d*. for it; the man said "No, I will not give you 6*d*., I will give you 1*s*." It is quite clear what was the man's object. He wished, in case he should be brought before a magistrate, in connexion with this cover, to be nearer its actual value than the price asked by the boy would have been.

2001. Suppose the case of an orphan under 16 years of age, who had himself made some article for sale: would you make it a penal offence for anybody to buy of that child the little thing he had so made?—I have already supposed that the parish has taken the charge of orphans and destitute, and has put them in the way of getting their living.

2002. You would make every transaction of buying, selling, or pledging with a child under 16 years of age illegal?—Certainly.

2003. You have observed that a great amount of evil is produced by the facilities which are afforded to transactions with young people?—There is no doubt of it; and boys tell me that if such transactions could be repressed, their trade as thieves would be gone. I think the exposure of goods at the doors of tradesmen furnishes a temptation for which no justification can be offered.

2004. Do you conceive that in Leeds there is a great amount of unnecessary exposure of goods?—There is. A considerable proportion of the offences committed by juveniles, consist of stealing property in an exposed situation.

2005. Have not judges, the recorder, and the magistrates, power of punishing in any flagrant case of that kind, by refusing the costs of the prosecution?—Yes; and I wish that power was more generally acted upon. Of 42 prisoners who were confined in Leeds prison on the 1st March 1853, there were four for stealing goods exposed outside of shop-doors.

[*The Witness delivered in the following Document*:]

PARTICULARS

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G. Binks De Renzi.
B. A.

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PARTICULARS relating to Forty-two Prisoners, under Seventeen Years of Age, Confined in Leeds Prison on 1st March 1853.

TABLE 1.

READING.					WRITING.					ARITHMETIC.					CATECHISM.				
Well.	Tolerable.	Imperfect.	Scarce at all.	None.	Well.	Tolerable.	Imperfect.	Scarce at all.	None.	Higher Branches.	Practice.	Proportion.	Simple Rules.	None.	Whole of Catechism.	The Ten Commandments.	Apostles' Creed.	Lord's Prayer.	None.
–	3	7	8	24	–	–	6	4	32	–	–	1	8	33	1	14	10	8	9

TABLE 2.

Length of Time at School.						Age when leaving School.				
6 Months and Under.	7 Months to 12 Months.	2 Years.	4 Years.	6 Years and Upwards.	Total.	9 Years and Under.	10 Years to 12 Years.	13 Years to 16 Years.	Never went to School.	Total.
11	6	2	3	4	26	3	19	4	16	42

TABLE 3.

Showing the Parentage, whether English or Irish, and Proportion of Orphans.

Born of English Parents.	Born of Irish Parents, in England.	Born in Ireland.	Father Dead.	Mother Dead.	Both Dead.	Parents Living.
20	12	10	11	12	3	16

TABLE 4.

Age at the Time of Committing Offence.

12 Years, and Under.	13 Years.	14 Years.	15 Years.	16 Years.	Total.
6	8	12	8	8	42

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TABLE 5.

OFFENCES.

Picking Pockets.	Till Robberies.	Stealing out of a Shop.	Stealing from a Shop-door.	In a Dwelling.	Exposed Property.	Cow Stealing.	In Out-buildings.	Reputed Thieves.	Rogue and Vagabond.	Assault with Intent.	Wilful Damage.
7	4	2	4	5	9	1	2	3	2	2	1

TABLE 6.

RESULT OF TRIAL.

1 Month and Under.	2 Months.	3 Months.	4 Months.	6 Months.	9 Months.	18 Months.	For Trial.	Total.
4	1	18	5	5	5	1	3	42

TABLE 7.

Previous Committals.	Offenders.	Committals.
Committed once	8	8
Ditto - twice	5	10
Ditto - thrice	5	15
Ditto - four times	1	4
Ditto - five times	1	5
Ditto - eight times	1	8
Ditto - ten times	1	10
Total	22	60
Committed to other prisons, once	2	2
Ditto - twice	2	4
Ditto - seven times	1	7
Total	5	13

TABLE 8.

Weekly Family Earnings at the Time of Committing the Offence.

12*s.* and under.	13*s.* to 16*s.*	17*s.* to 20*s.*	21*s.* to 25*s.*	26*s.* to 30*s.*	31*s.* to 35*s.*	36*s.* to 40*s.*	40*s.* to 50*s.*	Publican.	Orphans.	Total.
6	3	3	5	7	6	4	4	1	3	42

2006. Have you any other suggestion to make?—I would refer to the congregating of idle boys in the markets. In the market at Leeds there is a place called the duck stalls, which leads to a great deal of crime. In the duck stalls a kind of spiced meat is served up in gravy, for which the children appear to have a great taste; and 20 or 30 meet at a time in these stalls in the evening; and I believe that the corruption which goes on is very great indeed. Many boys who come to our prison attribute their falling into crime to having been corrupted in these duck stalls, and some have gone so far as to tell me that the proprietors

proprietors actually instigate them to commit offences, sending them into the market to pilfer or pick pockets if they have not any money; and that they go out and bring back a handkerchief, as the case may be, and that the proprietor receives the handkerchief and gives them these ducks in exchange.

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2007. Lord *Drumlanrig.*] Has the attention of the police in Leeds been called to that?—I am not aware; but if it has, the evil still exists.

Veneris, 11° *die Martii*, 1853.

MEMBERS PRESENT.

Mr. Tufnell.	Mr. Tatton Egerton.
Mr. Fitzroy.	Mr. Headlam.
Mr. Miles.	Mr. Cowper.
Mr. Robert Palmer.	Sir John Pakington.
Mr. Adderley.	Mr. John Ball.
Mr. Monckton Milnes.	Lord Lovaine.

THE RIGHT HON. MATTHEW TALBOT BAINES, IN THE CHAIR.

Reverend *George Binks De Renzi*, B. A., called in; and further Examined.

2008. *Chairman.*] YOU were examined at the last sitting of the Committee?—I was.

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2009. Did you on that occasion omit certain suggestions which you proposed to make, and which you now wish to add?—Yes.

2010. Be so good as to state them?—On a review of that portion of my evidence referring to the treatment of juvenile offenders, I find that I omitted one or two points, the effect of which is, that my evidence, as it stands, imperfectly conveys my views. The Committee will remember, that in cases of first convictions, I proposed that the magistrate should be empowered to exercise his discretion as to whether it might be desirable to restore the boy to his parent; but I made no suggestion as to the course to be pursued, in the event of the magistrate coming to the decision that the case was not one which could be dealt with in this way, from which it would be inferred that if the boy was not given up to his parents, I intended he should be subjected to the more extended course of penal and reformatory treatment. With the permission of the Committee, I would wish to supply this omission. In cases of first conviction, therefore, I propose that in the event of the magistrate not thinking it desirable to give up the boy to his friends, he should commit him to prison for a period not less than six months. And, on further consideration, I would give the magistrate power, in cases of second convictions, where no imprisonment had followed on the first conviction, to commit the boy for the like period; so that in every case there should be the opportunity of trying the effect of a six months' imprisonment before passing a sentence which would involve detention under the more extended course of penal and reformatory treatment. I omitted to state to what length of time the penal stage in this last-mentioned system of treatment should extend. In my opinion, it should range from three to six months, according to the nature of the offence, and the individual constitution of the boy. There is another suggestion to which I attach great importance, but which through inadvertence I omitted, viz. the desirableness of having the boys' department of the prison as much as possible separate from that of the men. The effect of mixing boys with men is very prejudicial. With reference to the final disposing of the boys subjected to the more lengthened course of treatment, I do not think that as a rule they can be disposed of in any effective way, otherwise than by sending them to a colony; but there would be occasionally cases in which they might be restored with advantage to their friends. In no case, however, should this be done without an undertaking, on the part of the parents or friends, to put the boy in a situation where he would be enabled to gain his livelihood, and also without a guarantee for the boy's future good conduct.

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2011. Lord *Lovaine.*] What guarantee do you propose?—I should require the parent or the friends to enter into recognizances for the future good conduct of the boy.

2012. Mr. *R. Palmer.*] Abroad or at home?—At home, in case of restoring him to the parents.

2013. Supposing the parents were unable, from their situation in life, to enter into proper recognizances, or to obtain other securities, how would you attain that object?—I should send the boy, in that case, to a colony.

2014. After he had suffered the punishment which was considered, in the first place, sufficient for the offence he had committed?—Yes, and had undergone the extended course of reformatory treatment which I have suggested as necessary to supply that case and training, which it appears, from the boy's having lapsed into crime after the effect of a six months' imprisonment had been tried, his parents were either unable or unwilling to give.

2015. Do you think it would be consistent with the present law of the country, that a person having suffered the punishment due to his offence, should be transported, merely because security could not be obtained for his good conduct while at home?—In the way I propose to deal with them, the authority of the parents would be transferred to the State. I think the parent is justified in disposing of his child in any way that he thinks will most contribute to the advantage of the child. In the same way, I think that when the State steps in and takes the place of the parent, the State is justified in disposing of the child in such way as it thinks most likely to contribute to his advantage.

2016. Mr. *Miles.*] In addition to your former evidence, you have stated that in the case of first convictions, you would allow the magistrate to commit for six months, and that in the case of second committals, you would give a discretion to the magistrate or the judge to commit for a period of three or six months, according to the condition of the boy. Ought not a similar permission to be made in the case of a first conviction?—In the case of a second conviction, I propose that the boy should be subjected to a lengthened course of treatment, the first part of it to be penal, and the second to be reformatory. It is the penal part of the discipline, that I say should range from three to six months.

2017. Then why would you imprison a boy for a first offence six months, and not leave it discretionary to the magistrate?—I think a less period than six months is not calculated to deter; and I think we cannot make any good impression upon a boy which will be likely to have an effect upon his character when his imprisonment has expired, with a less period than six months.

2018. Mr. *T. Egerton.*] Do you propose the punishment which a boy undergoes, that upon a first conviction and subsequent convictions shall be of a reformatory character, and therefore the imprisonment of rather lengthened duration?—I believe that there is a great deal in imprisonment conducted on the separate system, which is calculated to reform; but in the case of a second conviction, I propose that a boy, after having undergone a preliminary stage of penal correction, shall be afterwards transferred to another establishment, where he would be placed under a system more strictly reformatory.

2019. What is your opinion, upon a first conviction, of a very short period of imprisonment, and punishment of a severe nature?—I have no faith whatever in short imprisonments.

2020. *Chairman.*] You stated, on the last occasion, the reasons which have induced you to come to that conclusion?—I did.

Captain *William John Williams*, called in; and further Examined.

Capt. *W. J. Williams.*

2021. *Chairman.*] ARE you now prepared to give the Committee information upon some further points connected with the subject of their present inquiry?—I am.

2022. Is there a House of Occupation attached to Bethlem Hospital, for criminal and destitute children, upon which you can give the Committee some information?—Yes.

2023. Describe that institution?—I understand that the House of Occupation was founded by the governors of Bethlem Hospital, as an accessory to the City Bridewell, the Bridewell being applied to the committal of vagrants, male and female, and for apprentices sent by the City Chamberlain.

2024. Do

2024. Do you know how long it has existed?—Not exactly. I have visited it several times during the last few years.

2025. What class of children are received into the House of Occupation?—Partly criminal, partly not.

2026. How is the institution supplied?—Applications are made to the governors, and they determine, on their Board days, upon the admission of individuals.

2027. Do you know within what ages they are admitted?—They were formerly admitted at very low ages indeed; but it was found that the time which it was necessary to keep those persons in the House of Occupation was so long, that great inconvenience resulted from it, and they have now limited the age to 13, and no child under 13 is admitted.

2028. Up to what age are they admitted?—From 13 up to 18 years of age, I think, but the cases are determined upon by the committee individually as they appear before them; they examine into the cases, and determine whether they shall be admitted.

2029. What is the kind of treatment they undergo?—The treatment is very much the same as that of the Philanthropic Society, when it was in London. The younger branches attend school until they have attained a certain degree of instruction; the chaplain gives them a certificate, and then they are passed to what is called the trade class, and are taught a trade. Several trades are taught there.

2030. What trades?—Ropemaking, shoemaking, tailoring, and brewing; and a certain portion of the boys are employed in the Bethlem Hospital as smiths, engineers, carpenters, and so on. They go there daily, and return.

2031. What is the number of boys which the institution receives?—The number there yesterday was 118.

2032. Was it full?—It will hold 120. The number is generally kept up.

2033. Is the institution for boys exclusively?—No; there were 112 girls there yesterday.

2034. And 118 boys?—Yes.

2035. Are the girls also of the criminal and destitute class?—Exactly the same class.

2036. Are they received in the same way?—Yes.

2037. And limited to the same age?—Yes.

2038. What kind of instruction is given to them besides the industrial instruction you have mentioned?—The usual school instruction; reading, writing, and the elements of arithmetic.

2039. Is there a chaplain there?—Yes; there is a chaplain to the House of Occupation exclusively.

2040. And his salary is paid out of their funds?—Yes; I may also mention incidentally, that a very considerable alteration of late years has taken place in the disposal of these boys; they had generally been apprenticed in this country, but means have been found of disposing of them in the navy.

2041. Do you know what those means are?—Yes. The Navy consent to receive boys as apprentices from a charitable institution, upon the understanding that they do not come from a prison. This is a charitable institution, although many of the inmates certainly have been imprisoned, but they do not all come directly from a prison; they undergo a very long probationary training at this institution; and whenever they learn from the authorities at Portsmouth or Plymouth that apprentices are wanted for the navy, the master of the house selects such as are most fit; with the sanction of the committee, proceeds with a number of boys, who are admitted on board the "Victory," and, in fact, into the navy.

2042. Are a considerable number of boys provided for in this way?—A very considerable number; nearly one-half the number every year.

2043. Do a considerable number of the boys come directly from prison to this institution?—The institution has been established 22 years, and I can give the proportion. The number that have come from prison in the last 20 years has been 134 males and 101 females, which is a small proportion, looking to the general numbers. Those who were sent from their homes were 259 males, and 37 females.

2044. How are the rest made up?—From the chartered hospitals in the City of London.

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2045. Can you give the number who have gone in a recent year?—In 1850 there were 11 males and four females received from Bridewell Hospital, which is the City Bridewell; and from prisons, or who had been imprisoned, there were 18 males and 14 females; and from their own homes there were 35 males and 39 females. Those are all that were received in the year 1850.

2046. Can you state how many boys in the year 1850, or in any one year, were sent from this institution into the navy?—Thirty-eight boys were sent last year.

2047. Mr. *Miles.*] How many were sent altogether during the year 1852?—Seventy-three were discharged in the year 1852, of whom 38 were sent to the navy.

[*The Witness delivered in the following Document:*]

YEARS.	Bridewell Hospital.			From Prisons, or been in Prison.			Hospitals.			Home.			TOTAL.		
	M.	F.	T.	M.	F.	T.	M.	F.	T.	M.	F.	T.	M.	F.	T.
1830	11	11	22	4	–	4	–	1	1	–	–	–	15	12	27
1831	12	8	20	17	9	26	–	–	–	11	9	20	40	26	66
1832	11	9	20	12	5	17	–	14	14	4	9	13	27	37	64
1833	5	3	8	1	2	3	–	11	11	1	8	9	7	24	31
1834	6	2	8	2	1	3	–	12	12	7	11	18	15	26	41
1835	1	1	2	6	6	12	–	13	13	11	23	34	18	43	61
1836	9	6	15	16	4	20	1	8	9	19	18	37	45	36	81
1837	10	4	14	5	12	17	–	6	6	6	12	18	21	34	55
1838	4	5	9	5	5	10	–	1	1	4	6	10	13	17	30
1839	4	6	10	9	2	3	–	1	1	3	5	8	8	14	22
1840	15	1	16	8	6	15	–	2	2	29	38	67	53	47	100
1841	9	7	16	1	8	16	–	2	2	13	33	46	30	50	80
1842	8	5	13	5	4	5	–	4	4	18	11	29	27	24	51
1843	12	2	14	1	–	5	–	–	–	11	11	22	28	13	41
1844	14	5	19	3	4	7	–	1	1	–	17	17	17	27	44
1845	16	4	20	2	6	8	–	–	–	18	29	47	36	39	75
1846	23	6	29	4	3	7	2	–	2	17	29	46	46	38	84
1847	21	4	25	2	1	3	–	1	1	12	27	39	35	33	68
1848	15	5	20	2	2	4	–	–	–	14	17	31	31	24	55
1849	13	–	13	11	7	18	–	–	–	26	23	49	50	30	80
1850	11	4	15	18	14	32	–	–	–	35	39	74	64	57	121
1851	12	2	14	19	9	28	–	1	1	41	30	71	72	42	114
1852	9	3	12	29	9	32	–	–	–	38	37	75	76	49	125
	251	103	354	182	119	301	3	78	81	332	342	780	714	742	1,516
													*7	–	7
													7	742	1,509

* Temporary admissions.

2048. Mr. *Tufnell.*] Are the boys examined before they go into the navy?—All that is required from a boy by the naval authorities at Portsmouth or Plymouth is, that he should read and write; but there has recently been an attempt made to fit them more peculiarly for the naval service, by the erection of the model of a ship; and the eagerness which the whole of the boys, without exception, evince to obtain naval information, is quite extraordinary. These town boys rush to it with an eagerness which is wonderful; and boys who are physically unfit for the navy are known to cry and become perfectly miserable, if they are not selected. I was, early yesterday morning, at Westminster Bridewell; I asked a boy who had been in the House of Occupation three years, whether he had been punished there; he said "Yes," and that he had been put into a solitary cell on one occasion, and he told me the reason of it; he had a great desire to go into the navy, but was not tall enough; they require boys of a certain height, and therefore he had contrived to give himself additional height by adding to the heels of his shoes.

2049. Do you consider it a great advantage, in disposing of them by entering the navy, that it takes them for a considerable period from their former associates?—It is a great advantage. There is another practice connected with the House of Ocupation, which seems to be very valuable. Every year each individual, who has been discharged, has a sovereign given to him, provided he brings a testimonial from his master, or a pass from the ship to which he belongs. This is continued for three successive years. This practice seems to act well; some of the boys who had formerly passed through the Westminster Bridewell have recently been there in their sailors' clothes, showing themselves off, and highly delighted

delighted with getting their sovereign upon presenting themselves before the committee.

2050. Mr. *R. Palmer.*] Has the system been long enough in operation for you to know what has been the conduct of the boys after they have been in the navy as sailors?—The conduct of those boys can only be judged of by the strict examination of the "Hue and Cry" by the masters and governors of the institution; because all deserters from the navy are advertised in the "Hue and Cry," and if any of these boys deserted, their names would immediately appear in that paper. That seems a sufficient check to prevent the throwing away of the funds of the society improvidently.

2051. *Chairman.*] Can you state how many cases there have been of that kind?—No. I know that the number of boys who have absconded has been very small indeed; and I confess I have been myself very much surprised at it, because I very much doubted whether these London boys ever would feel any desire for the sea service generally.

2052. You say that the institution itself has existed about 20 years. How long has the practice existed of sending boys into the navy?—Three or four years. In the year 1852, the number of boys who left the house for the Royal Navy, was 38; for the merchant service, 2; for situations in trades, 19; at the request of friends, 7; through ill health, 6; dismissed, 1; total, 73. The number of girls who left the house for situations, was 32; at the request of friends, 9; at their own request, 2; through ill health, 3; dismissed, 2; deceased, 1; total, 49.

2053. What is the meaning of "dismissed"?—For bad conduct. The dismissals, since the boys have been disposed of in the navy, have diminished amazingly.

2054. You consider this system is working very satisfactorily?—The system of sending them into the navy is certainly acting very beneficially, because the number of lapses, I may say, has diminished very greatly indeed.

2055. For about 20 years this institution has existed as an asylum for criminal and destitute children?—Yes.

2056. And that has been publicly known?—Yes.

2057. Is it known that the children who enter the navy in this way come from that institution?—Yes.

2058. Are the children who are sent from their homes, the children of parents who are destitute, or nearly so?—A number are recommended by benevolent persons, and are received by the governors in that way, as charity.

2059. Are all these children mixed together in the institution?—Yes; and I think the contiguity of the buildings of the male and female branches is very undesirable; they are close to each other.

2060. Mr. *Miles.*] Have any bad consequences resulted?—I know of no particularly bad consequences, except that correspondence has been carried on.

2061. Then it is only the theory of imprisonment that is against that system, and no practical evils have resulted from it?—The only practical evil has been, that letters have passed to and fro very frequently, of a character which I think would be quite as well avoided, or rather have been made impracticable.

2062. *Chairman.*] Are you aware what amount of mischief many have resulted from this mixing of criminal children with those who are destitute?—I inquired into it yesterday; and the opinion of the officers on that point is, that it is beneficial.

2063. For the destitute?—Yes.

2064. In what way?—They consider that it is a stimulant to each other to get on.

2065. Are the criminal children kept in any way distinct from the others?—There is no distinction whatever.

2066. You stated, in an early stage of this inquiry, that you did not recommend the indiscriminate mixture of criminal and destitute children?—I do not recommend it; I consider it very mischievous; I know it has been mischievous in many other institutions. I cannot say, from my own investigation, that it is mischievous in this institution; I can only take the opinion of others; I have no power to inspect this institution, and I can only derive my impression from the information I have obtained from casual visitors, and the opinion of the officers, given to me at the time.

2067. Mr. *Miles.*] Can you state the whole number of children who have been

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been taken into the institution during the last 20 years?—Six hundred and twenty-six males and 651 females, making a total of 1,277.

2068. How many, during that period, have left the institution?—

2069. Out of the whole number who have left the institution, how many have turned out well, and how many bad?—I may reply to this and the preceding question by the following general Return, showing the general operations of this institution since its establishment in the year 1830, to 1852 inclusive.

YEARS.	Average Daily Number.	In the House on the 1st Jan.			Admitted.			DISCHARGED.																						Rewarded for Good Conduct, and continuance in One Service.					
								Outfitted and sent to Situations.			Emigrated.			Expelled.			Absconded.			By Request or Concurrence of Friends.			Ill, Pregnant, or Imbecile.			Died.			Total.			1st.			2d and 3d.		
		M.	F.	T.	M.	F.	T.	M.	F.	T.	M	F.	T.	M.	F.	T.	M.	F.	T.	M.	F.	T.	M.	F.	T.	M	F.	T.	M.	F.	T.	M.	F.	T.	M.	F.	T.
5 years ending 31 Dec. 1848.	145 14/18	–	–	–	505	564	1069	147	269	416	–	9	9	39	37	76	75	2	77	129	106	235	27	36	63	2	3	5	419	462	881	36	53	89	11	12	23
1849 -	186	86	102	188	50	30	80	25	25	50	–	–	–	1	–	1	7	–	7	6	17	23	3	–	3	1	–	1	43	42	85	6	5	11	1	1	2
1850 -	197	93	90	183	64	57	121	31	38	69	–	–	–	2	1	3	3	–	3	8	3	11	3	1	4	2	–	2	49	43	92	15	7	22	–	3	3
1851 -	217	108	104	212	72	42	114	38	25	63	–	–	–	2	2	4	4	1	5	15	6	21	5	1	6	2	–	2	66	35	101	20	9	29	4	2	6
1852 -	220	114	111	225	76	49	125	58	35	93	–	–	–	1	2	3	–	–	–	8	9	17	6	2	8	–	1	1	73	49	122	12	14	26	7	3	10
1853 -	- -	117	111	228	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
					767	742	1509	299	392	691	–	9	9	45	42	87	89	3	92	166	141	307	44	40	84	7	4	11	650	631	1281	89	88	177	23	21	44
1852:—Total Discharges - -					650	631	1281																													
31 Dec.—In the House - -					117	111	228																													

2070. Can you distinguish the criminal from the destitute children during that period?—I am not able.

2071. Supposing respectable parents were to come to the governors of the institution, and state that they had incorrigible children whom they wished to place in the institution, would that be a reason for admitting them?—I believe they have been admitted under those circumstances.

2072. Do you know what has been the effect of the reformatory system upon those children?—A parent is at liberty to withdraw a child on any Board day; but I believe that, generally speaking, they have left them to be disposed of by the society, because very considerable advantages accrue from it, such as apprenticing the children; and particularly to the females, who always obtain situations; and indeed there is a demand (which speaks well for the institution itself) for females, as servants, from the institution.

2073. What is the system of instruction and work in which the females are employed?—Household occupations and needlework.

2074. Is it such as to fit them to be good female servants?—Certainly.

2075. There is a good demand for them, whether they have been destitute or criminal female children?—There is a general demand. I rather think the question is not mooted at all. It is considered as a charitable institution, and I do not think it enters into the consideration of persons who take them as servants whether they have been destitute or criminal.

2076. Are the children at liberty to go from this establishment at any time they please?—Yes; they may request their dismissal on a Board day; and they do so occasionally.

2077. What period of detention do the committee or the governors think necessary to enable either a boy or a girl, when they are dismissed, to gain their own livelihood?—From two to three years; but since the boys had been sent into the navy, in order to supply the demand for seamen, there have been instances in which they have been sent there after less than one year's detention. A proportion of the boys are not, for physical reasons, fit for the navy, although they desire very much to embark in it as a profession.

2078. *Chairman.*] You conceive that this is an institution capable of material improvement in some respects; for instance, as regards separation between the boys and girls?—Yes.

2079. Do you conceive there is in the institution that which may serve as hints for reformatory institutions?—Yes. I think there is a great deal of good about

about it; and it possesses one great good which other institutions do not possess. The funds for its support are most ample.

2080. Mr. *Miles.*] Can you state the annual expense of the institution?—Yes. The annual expense for 1850 was 4,290*l.* 14*s.* 1*d.*, the average number of inmates being 195. In 1851 the expense was 4,215*l.* 9*s.* 8*d.*, the average number of inmates being 216. The cost for provisions in the year 1851, was 5*l.* 19*s.* 10½*d.* each; the cost of clothing and bedding for each inmate was 1*l.* 2*s.* 6*d.*; the total average for the year 1851, was 19*l.* 17*s.* 3½*d.*, being 7*s.* 7¾*d.* per week for each.

2081. Do you think it possible, supposing the institution were of a larger description, that those expenses could be much reduced?—From the general view I have had of the institution, I should say they might possibly be reduced, as regards diet. In the report will be found the daily occupations of the inmates, and also the dietary table. There are two clases of prisoners, the younger and the older; and the dietary table is as follows:

		Quantities.	
		Class 1.	Class 2.
	Breakfasts, Daily:	*Oz.*	*Oz.*
	Gruel of oatmeal and milk, or milk and water and bread	6	6
	Dinners:		
Sunday	Boiled beef	8	6
	Potatoes or other vegetables.		
	Bread	4	—
Monday	Soup, thickened with vegetables and peas or barley.		
	Bread	6	6
Tuesday	Baked suet pudding.		
	Bread	4	4
	Cheese	1	1
Wednesday	Boiled mutton	8	6
	Potatoes or other vegetables.		
	Bread	4	4
Thursday	Mutton broth, thickened with vegetables, barley, &c.		
	Bread	6	6
Friday	Roast mutton	8	6
	Potatoes or other vegetables.		
	Bread	4	4
Saturday	Boiled suet pudding.		
	Bread	4	4
	Cheese	1	1
	The soup and mutton broth to be made of the liquor in which the meat on the preceding day had been boiled, with such additional meat as may be requisite to make it of good quality, rice milk, or rice pudding, to be occasionally used instead of soup during hot weather.		
	Suppers, Daily:		
	Bread	6	6
	Cheese	1½	1½
	Table beer with dinner and supper daily.		

The female monitors to dine together, apart from the other children and at a different time, their dinner being cooked separately, when practicable, by the monitors themselves in rotation, for the purpose of increasing their experience in cooking as practised in private families, but being in accordance with the diet allowed, except on Saturdays, when it shall be meat pie.

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The beer which is used by the prisoners in this institution is made on the premises, chiefly by the boys themselves.

2082. Do you think that dietary table is more than sufficient?—I should think it was more than sufficient. The health of the inmates is however admirable; I have never seen any set of persons in an institution of the sort in better health, or more cheerful in appearance.

2083. Is the voluntary labour which is undergone in fitting themselves for seamanship considerable?—It is very little; it is merely a recreation.

2084. Still it is a wasting recreation, if the bodies are not kept up?—They are only employed twice a week under a boatswain of the navy. The only direct benefit accruing from it is, that it gives a boy confidence in climbing the rigging; in fact, I think if it was carried too far, it would, probably, be found fault with in the navy, for the boys might have to unlearn a good deal of what they had acquired.

2085. Do you think the establishment of officers is more than ample to look after these boys?—Not by any means.

2086. Is it sufficient?—Quite so, I should say; the master is eminently a practical man, and devotes all his time to his duties. In connexion with this subject, I may mention the great difficulties at present existing in London, in obtaining situations for boys in the mercantile marine. It is found impossible, I am informed, to obtain employment for a single boy in the mercantile marine in London.

2087. Why?—In consequence of the state of the colonies; no seaman will ship for Australia, in particular, unless they bargain to remain there. They will go out at a very low rate, but for the return voyage they will not engage. The master of this institution has, for the last four or five days, been seeking employment for boys, and he cannot find any person who, under those circumstances, will take a single boy for the mercantile marine.

2088. Mr. *M. Milnes.*] Would not these boys be more likely to return, and be more amenable than other sailors?—I only state the fact as it was stated to me by the master of the institution. He had just come from Tower Hill; and he said that it was impossible to obtain employment for the boys in the mercantile marine, and that the only resource was the navy.

2089. Mr. *Tufnell.*] Has that difficulty very lately arisen?—Yes.

2090. You had no difficulty before?—There was always some difficulty attending the getting these boys into the mecantile marine; but the facility which has been afforded by the navy has done away, in a great measure, with the attempts to get them into the mercantile marine.

2091. But now, instead of being difficult, it is impossible?—Yes. I may mention, with respect to this institution, that the parents in some cases offer to pay for their children.

2092. Mr. *Miles.*] Is that offer accepted when children are taken in?—In no case whatever; the governors have no power to do it.

2093. *Chairman.*] Will you proceed to the next point upon which you wish to add to your former evidence?—I wish to give some information upon the subject of the institution at Red Hill. The number of boys at Red Hill has increased very considerably since the meeting of this Committee last year; and the efficiency of the whole institution, I may say, is well tested and ascertained. I beg to suggest, with regard to this institution, that it would be a most useful place for the training of preceptors and masters for similar institutions; I think it would be an advantage to the institution itself, and also to the public generally, if a certain number of persons were sent there to obtain a knowledge of the working, and to fit themselves as trainers in similar institutions.

2094. Mr. *M. Milnes.*] Do you think that the efficiency of Red Hill has increased or diminished by the enlarged number of its imnates?—I think that the efficiency of Red Hill was never so great as at the present moment; but I may also say, that I certainly think there are inconveniences arising from the present number at Red Hill, located as they are. I think, if the family arrangement was more distinct at Red Hill, as at Mettray, and the houses more apart from each other, it would be better. I think there is room for supposing there may be jealousies among the masters sometimes, which may interfere with the discipline and create parties, when they are so close to each other. They are now divided, I think, into three classes, and they are contiguous to each other. With the houses further apart, I have no doubt that such inconveniences as do occur

now

now occasionally, would not arise. I passed an entire day there a short time ago, and I was thoroughly satisfied with the working of the whole institution.

2095. Mr. *Miles*.] You state that since the meeting of the Committee the institution at Red Hill has become more full; will you state the total number of the inmates of the institution?—There are about 180 there now; I have sent a very considerable number of boys since that period, in order to comply with the contract into which the Government had entered.

2096. How many children do the Government contract for a year?—One hundred.

2097. They pay the whole expense?—Yes; and I am happy to say that since that number has been sent there, the expenses have considerably diminished.

2098. Will you state what were, previously to the meeting of the Committee last year, the expenses attending a boy per year, and what they now are?—The expenses in 1851 were 32 *l.* 8 *s.* 6 *d.* per head; they have been reduced to 27 *l.* 5 *s.* 6 *d.*; and I have no doubt that a further reduction will take place with regard to the number.

2099. If the number now in the institution were trebled, do you think you could greatly reduce the expenses?—I have no doubt of it.

2100. Have you formed in your own mind any estimate of what that reduction would be?—I should think that certainly, with 300 boys, 20 *l.* a year would suffice for each boy.

2101. Even up to 300?—I think so.

2102. Supposing reformatory schools such as Red Hill, were spread throughout the country, would you recommend that the number of inmates should be kept within or about 300, or would you put more boys in such an institution?—I should certainly not think of placing more than 300 in such an institution at a time.

2103. Why not?—I think they become unmanageable; my objection might be obviated in some degree by the family houses being placed at a very considerable distance from each other; the chances of accident are very much greater when the number increases in large proportion; these criminal boys are of such inflammable material, that I should not wish to see above 300.

2104. You were understood, first of all, to advocate the infliction of punishment by imprisonment?—Yes, to a boy who has committed crime.

2105. Do not you think it would have a good effect, in checking the turbulence which you are afraid might take place, if they met together in larger bodies in reformatory schools?—I am not quite sure of that; they are very capable of being excited by out-of-door events. At the time of Epsom races, at Red Hill, which is no great distance from Epsom, there is generally observed a degree of restlessness among the boys; and I should be very sorry to trust a large amount of such inflammable matter in a very limited space.

2106. What space of ground do you think is sufficient to occupy 300 boys?—I should think that the present quantity of ground at Red Hill is quite sufficient; there are 250 acres now.

2107. Do you not conceive that on 250 acres you might scatter the houses in such different directions as to include more individuals?—I think so.

2108. You need scarcely be asked whether the larger the number of inmates in the institution, the cheaper would be the maintenance?—Undoubtedly it would be so; but the general superintendence would be weakened if they were scattered over too large a space.

2109. In this house system, would there not be a separate corps of officers?—Yes; but the great thing of all others that I should look to for the success of these institutions is, the individual influence of the superintendent; I should have very little trust in the efficacy of the officers of that institution by themselves at Red Hill, were it not for the superintendence and influence of Mr. Turner.

2110. Is not the advantage of superintendence at the head of the establishment small, in comparison to those who have the immediate control of the labour of the boys?—To a certain extent no doubt that must be the case; but as I conceive that every person who is at the head of an establishment of that sort ought to devote the whole of his time and attention to it, and that we have a right to demand it, I still adhere to the opinion I have before expressed.

2111. Upon the system of house division of the boys, which you advocate, would not the persons immediately in charge of the houses come very much more in contact with the boys than the superintendent, who undertakes the management

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management of the whole society?—That must be the case necessarily; but the superintendent being almost always on the spot, reference may be made to him in the course of a few minutes, upon any important point; and he is always present in the school and at the chapel.

2112. Would you recommend a large quantity of schooling in such an establishment?—Certainly not.

2113. Do not you think that, barring keeping up their little learning, they would nearly have got sufficient common instruction during their imprisonment?—I am satisfied such is the case; and I extend that remark to schools throughout the country. The character of the education of the humbler classes is not of a sufficiently attractive nature to attract or keep them to the school; and if it was of a more recreative and amusing character, it would have a greater tendency to retain boys in school than at present.

2114. Then in reformatory institutions, you would perhaps not give so much as two hours' instruction in a day?—Certainly not. I should follow the practice of the House of Occupation, namely, that to boys who were very young I should give a larger portion of education, until they attained a certain proficiency, and then give them more work and labour out of doors.

2115. Have you turned your attention to the difficulty, supposing reformatory schools were established in the country, of procuring proper warders for the children?—There would be very great difficulty; and I certainly conceive that the common warders of prisons are most unfit persons for reformatory institutions; they make good penal officers, but very bad reformatory ones.

2116. *Chairman.*] Why?—Their habits are totally dissonant from the nature of these institutions. The whole of my experience, as inspector of prisons for nearly 19 years, leads me to believe that it is impossible to reform and punish together.

2117. Mr. *Miles.*] From what class of persons would you select warders for reformatory schools?—I think that the class of persons most fitted for officers are those who have been employed in visiting the houses of the poor in the City Mission, and persons of that description, who are generally men of considerable enthusiasm, linked with sound common sense. It is in a reformatory school rather a difficult amalgamation to find. Those are the class of persons I think most fit for warders.

2118. If it should be determined to select warders from the class of persons you now refer to, do you think there would be any difficulty in getting a sufficient number to supply reformatory schools?—No doubt, if a demand were to arise, it would be satisfied in time; but I certainly think that even the persons alluded to in my former answer should undergo a sort of training, in order to give them a practical knowledge of the working of such an establishment, and they ought to be men of the very highest moral character and of an equal temper, and with a knowledge of all subjects which may be interesting or attractive to children. I do not think very high intellectual qualities are requisite.

2119. Have you turned your attention to the class of persons now educated at the Government school at Kneller Hall?—No.

2120. Was it intended that they should be the instructors of criminal and pauper children?—Yes.

2121. Are they selected, generally speaking, from the lower classes?—I am not aware how the selection is made.

2122. Do you not think it possible that the pupils at Kneller Hall would get sufficient learning, and that as they are instructed likewise in agricultural pursuits, by placing them in such a training institution as the institution at Red Hill, they would, in a very short time, become proper persons to be warders of reformatory schools?—I think it is very possible; but I think that every person who is employed in that way should have a certificate of having gone through an institution similar to Red Hill, in order to prove his proficiency.

2123. Would a long detention of a person half trained be necessary at Red Hill?—No; I should think three or six months at most would be ample.

2124. Lord *Lovaine.*] You think that a certain degree of enthusiasm for the work is necessary?—Yes.

2125. Would that requisite be obtained in the persons instructed at the institution at Kneller Hall?—I am not sufficiently aware how the selection is made of the persons who are educated at Kneller Hall. If the selection is made from the pauper schools, I am very doubtful whether that would be the case.

2126. *Chairman.*]

2126. *Chairman.*] You agree with a former witness, that there are a number of good and devoted men who are applying themselves to such work?—There is no question of it.

2127. There is a constant increase in their number, and in the amount of good they do?—Yes.

2128. You contemplate a further increase?—Yes.

2129. Do you believe there will be found a constantly increasing number of persons fit to discharge such duties as you have mentioned?—I think so.

2130. Mr. *M. Milnes.*] Do you think it would be advantageous that there should be a penal department in a large pauper school, for instance, such as at Kneller Hall, in which masters should be trained, for presiding over reformatory establishments?—I can hardly give an opinion upon that. It might, perhaps, be beneficial; but I should doubt very much its efficacy. With respect to educating these persons for teachers, I do not know that a very elaborate education is necessary for the purpose. I think you require men, such as I have described, who have a natural fitness for the work, whose hearts are in it, and who can exercise a powerful moral influence.

2131. You would therefore advise, that a certain number of such men as you have described should be placed in Red Hill or similar establishments, and trained up, for the purpose of increasing those establishments when necessary?—I think it absolutely necessary.

2132. Mr. *Fitzroy.*] Do you propose to attach to each reformatory institution, some building which can be used for the probationary term, like that at Parkhurst?—I suppose that in those institutions you will have very youthful boys, some of the age of ten or twelve years; and I rather think it would be advantageous to have a house set apart entirely for them; and that the treatment should be somewhat different from the treatment of the older branch.

2133. You were understood to say that you thought it a necessary part of the system, that all young criminals should go through a period of imprisonment?—Certainly.

2134. Would you allow that period of imprisonment to be passed in the same institution, or would you separate the penal from the reformatory school entirely?—I have already stated that I consider it is quite impossible for the two processes to go on together. I think that a boy who has committed an offence (and many boys commit quite as serious offences as adults, and are as acute as adults), should be sent to prison as a punishment. I am satisfied, however defective the prisons may be at the present moment for the treatment of juveniles, that if reformatory establishments were formed throughout the country, to which the boys might be transferred, the treatment of these boys in prison would be made more suitable to their age and condition, and would adapt itself to the circumstances.

2135. Do you think that the probationary period which is passed by juvenile criminals in Parkhurst at all militates against the benefits of the institution?—Perhaps not; they are all in one category under sentence of transportation.

2136. Then in that institution, at all events, punishment and reformation are attempted to be carried on together?—Yes.

2137. What is your opinion of the result?—I have not had an opportunity of judging of the result, because I have not had an opportunity of visiting Parkhurst; I was desired not to inspect it.

2138. *Chairman.*] Will you proceed to your next topic?—I beg to make a suggestion with regard to the extension of industrial schools. I am of opinion that, in the districts where the criminal population or the prisoners committed was above a certain amount, the establishment of industrial schools should be compulsory on the ratepayers.

2139. You would have them maintained by local taxation?—As they are at present; I distinctly mean to confine them to the destitute, and not to the criminal; but I think that a very large portion of juvenile criminals, as they now are termed, who are committed to prison, are objects fitter for a pauper institution than a criminal one.

2140. Would you have them of the class of industrial feeding schools?—No; I think that if there were industrial schools, similar to those at Liverpool and other places established throughout the country, the number of juvenile offenders would be lessened in a material degree.

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2141. Sir *J. Pakington.*] In recommending industrial schools, do you contemplate schools in connexion with the poor-law?—Yes.

2142. Union schools or district schools?—District schools.

2143. Pauper schools?—Yes.

2144. Lord *Lovaine.*] Would you admit any other class than paupers to the schools?—I would admit many of the boys whom I consider destitute, but not criminal. There are many offences of so trifling a nature, that I consider many of the boys objects rather for a pauper establishment than a criminal one.

2145. Would you admit the children of poor persons, upon payment of a certain portion of the expense?—I would open industrial schools to all classes of society, upon their paying for them, and I think they would be availed of to some extent. I would also give the magistrates a discretionary power of dealing with certain trifling offences (offences which can scarcely be deemed offences) in boys, to send them there for a time.

2146. Mr. *Adderley.*] Then these would not be union schools?—They would be district schools.

2147. Sir *J. Pakington.*] Under your last suggestion would they not cease to be pauper schools?—Not exactly; because the magistrate would use a discretion as to the individuals he sent there being destitute, and the parents unable to provide for them. When destitute boys are committed to prison, having no parents nor any person to provide for them, upon coming out of prison no one knows where they go. At Liverpool, some years since, a regulation was made to deliver up to the workhouses all the boys who had no available means of subsistence; and it was attended with the very best effects.

2148. Upon your suggestion, would they not rather be rural ragged schools than strictly union schools?—Certainly they might be so; I should treat all boys exactly alike there.

2149. Mr. *Adderley.*] They would be schools opened for pauper children, for children guilty of slight offences, and also, on payment of the full expense, for all children?—Yes.

2150. In making that proposal, have you formed in your own mind any scale of the expense per head?—The expense would not be more than it is at Liverpool and other places, where similar schools have been established.

2151. How much is that?—I am not exactly aware; but I think about 16*l.* or 18*l.* a year.

2152. Do you mean that a child, who is neither a pauper nor guilty of any offence, would have to pay 16*l.* a year?—No; I am talking of the general expense of the maintenance of the establishment altogether.

2153. At what rate do you suppose that other children, not pauper or criminal, could be admitted into such a school?—I should think at the rate of about 1*s.* 6*d.* or 1*s.* a week.

2154. Do you know any similar case, such as Swinton, near Manchester, where such a plan is already in work?—No; I am not aware of it.

2155. When you talk of 1*s.* 6*d.* or 1*s.* a week, how much of the real cost of the child do you suppose that would cover?—That question I can hardly answer. The magistrates should make an order as to the amount with reference to the circumstances of the parent, if there was a parent; and if not, the child must be treated as any other pauper.

2156. Do you mean that the children should be lodged as well as boarded?—Yes. This has reference only to boys who are destitute, and whom we so often see in prison, and who really never came under the operation of the poor law which they ought to have done, and which would provide for a very great number who are unprovided for at present, children of 10 or 12 years of age, utterly houseless. They are allowed at present to leave the prison, and they immediately go away, you know not where, but merely to come back again.

2157. *Chairman.*] In your last answers are you contemplating the establishment of a new class of institutions, or do you propose to make certain existing institutions available for additional purposes?—I wish to make existing institutions available for these purposes.

2158. Do you mean workhouse schools and district schools?—Yes.

2159. You are aware that workhouse schools are appropriated exclusively to in-door pauper children in workhouses?—Yes.

2160. And that the district schools are by law appropriated to certain classes of pauper children?—Yes.

2161. And that in both cases the guardians are the persons having the exclusive power of saying who shall or who shall not be admitted?—Undoubtedly.

2162. Then do you recommend that a power should be given to the justices to send children to these institutions?—Undoubtedly.

2163. Lord *Lovaine.*] Then would you abolish the present pauper schools altogether, and enforce district schools?—I think industrial and district preferable. I think we are on a subject so extensive and so difficult to deal with, that it is necessary to call in the aid of every sort of institution for its repression; I think that in conjunction with other means the ragged schools should be supported by grants from the Privy Council, and I think the experiment should be made of establishing feeding schools in London.

2164. *Chairman.*] Would you give power to magistrates to send criminal children to these pauper schools?—Not criminal children, not children who were tried at the sessions, or assizes, or even under Sir John Pakington's Act, but with many who come before the magistrates for their first offence, such as taking a few apples (which is almost always the first step to crime), and frequenting a market and taking a few potatoes (which is another frequent offence), breaking a window or a fence, and others of a similar character, I would give the magistrates power to deal, if they had no real protectors who would give security for their good behaviour.

2165. Would you give a magistrate power to commit a child to a pauper school in the case of a first theft?—Yes, provided the circumstances induced the magistrate to believe that it was really a first offence, and that the parents were unable to take care of him, or give security for his good behaviour.

2166. Is that consistent with the principle you laid down just now, that it was very important to preserve the distinction between pauper and criminal classes, and not mix them in the same institution?—I do not conceive these children to be criminal; I hold that a great many of the children who come to a prison, in the first instance, are not criminal; and I think that robbing a garden, which is generally the first offence, scarcely requires to be marked by a month or six weeks' imprisonment, or any punishment of that description.

2167. Lord *Lovaine.*] Does it not depend, in some measure, upon the particular case?—Yes; there must necessarily be a large discretion left with the magistrates in all these cases, if they are to be dealt with at all.

2168. Supposing a boy absconded before the period for which he was committed to one of these schools had expired, how would you treat him?—I would make it a penal offence; and there is no doubt his detention should be compulsory in the school; it would be a very great deal better, that in all the pauper schools throughout the country, the detention of boys and girls should be made compulsory to a certain age.

2169. The expense of maintenance would fall on the poor-rate?—Yes; I think if the experiment of feeding schools were tried, a portion of the out-door relief to paupers might be paid in that way by the relieving officer giving tickets or orders of admission to the feeding schools to persons receiving out-door relief; that in the place of that relief, on proper investigation they should take one or two of the children of a family, and send them to the feeding school, the parish paying the amount there, and reducing the amount of out-door relief.

2170. Mr. *Fitzroy.*] Is this a different class of school to that which you have just been referring to?—I am referring only now to destitute.

2171. You are speaking now of feeding schools, and you have been speaking of district schools; do you propose to establish district schools, and feeding schools also?—The district schools I think should be made to apply to destitute children who are unprovided for, whom we see frequently in prison, and who go out of prison and have nowhere to go to. The feeding schools or ragged schools should supply the requirements of parents not wholly destitute, but also not able to take care of their children in the way they should. Many of such I find, from the visits I have made, are in the receipt of out-door relief; and I would make it an element of out-door relief, the sending their children to feeding schools for the day, which must of course be paid for out of the poor-rate.

2172. Then do you contemplate attaching a feeding school to each union?—I think that in very many instances it would be attended with great benefit; and I should like very much to see the experiment tried, in London particularly.

2173. Is the feeding school to be a substitute for the existing pauper school?—Not

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—Not at all. I consider that almost every sort of available means are requisite to make any impression on the number of juvenile delinquents, or those on the verge of delinquency; and I think it is worth while to try the institution of feeding schools in the metropolis, along with others.

2174. You are understood to propose to abolish the existing pauper schools altogether?—I think they might merge into the district schools.

2175. You are understood to say that you would abolish existing pauper schools, merge them into district schools, and substitute for the existing pauper schools a feeding school, attached to each union?—No; the pauper schools now in the union might, I think, with great propriety merge into the district schools. The persons whom I would send to the feeding schools are parties on the verge of destitution, who are in the receipt of a small out-door relief from the union, who are employed during the day, and who, I think, have no means of taking care of their children during the day; it would be the greatest relief to them if they had the opportunity of educating their children and feeding them at schools of that description; and I believe they would avail themselves of it to a great extent.

2176. Then you do contemplate attaching a feeding school to each union?—It might end in that, after the experiment had been tried.

2177. Would you assimilate the course of education in the feeding school to that which is now pursued in the workhouse school?—No, I should assimilate it more to the ragged school; and, in point of fact, I should follow the course pursued in the feeding school at Aberdeen.

2178. You would put them under the control of the guardians?—Yes.

2179. The master and mistress to be appointed by the guardians?—It might be the case or not, after the experiment had succeeded.

2180. Then in what respect would the feeding schools, under the control of the Board of Guardians, and the superintendents appointed by the guardians, be superior to the existing workhouse schools?—I should not necessarily put them under the control of the Board of Guardians; they might be so or not: but I should try these schools, in the first instance, in the same way as they have been tried at Edinburgh, through the voluntary contributions of benevolent individuals. They should be supported, to a certain extent, through the poor-rate, as I have just said, by the Board of Guardians and the relieving officer giving tickets of admission to the classes in receipt of out-door relief for the education and maintenance of their children in school; the parents submitting to a proportionate reduction of the amount of out-door relief.

2181. If these schools were to be supported out of the poor-rate, would they not necessarily be subject to the control of the guardians who administer the poor-rate?—Undoubtedly. I should not think that the guardians would wish to exercise any control under these circumstances. I would not, under any circumstances, admit any person in the way I have described, unless the school had been certified by the Government inspector as proper for the reception of persons of that description.

2182. You say that you do not think the guardians would wish to exercise any control; do you think the ratepayers generally would be satisfied with the control of an institution supported out of their funds, not subject to the control of those whom they appointed to administer those funds?—I think that, in many instances, they would. I believe that, in various parts of this metropolis, the curse of juvenile delinquency is felt so deeply, that they would be very glad of anything that promised immediate relief from it. Within the last 10 days or a fortnight I have been through a large portion of this metropolis, and have visited the houses of a number of these individuals, and I am rather surprised at the extent of depravity and deprivation that prevails among the humbler classes.

2183. Then to whom do you propose to transfer the control of that portion of the poor-rate which is to be used for the purpose of maintaining these schools, when you have taken it from the control of the guardians?—I do not conceive that giving a boy a ticket for the school would be taking it from the control of the guardians; they would give him, instead of a loaf of bread, education and meals, and the guardians would have the same control. If the relieving officer considered the family to be in such a state of poverty, that it would be a great benefit to send two children to school, instead of giving them out-door relief, he would exercise his discretion, and give them tickets for the school.

2184. You were understood distinctly to state, that you would not put these feeding

feeding schools under the control of the guardians?—Certainly I would not, in the first instance.

2185. As you remove from the control of the guardians the management of these schools, to whom would you transfer it?—I would transfer it to a committee. I have no doubt that many of these institutions will be founded in this metropolis by the voluntary contributions of individuals; indeed, I have heard of several.

2186. The question referred to such a school as you adverted to just now, to be paid for out of the poor-rate. In the case of a feeding school supported by the poor-rate, and removed from the control of the guardians, to whom do you propose to transfer it?—I do not propose that the feeding schools should be under the control of the guardians under any circumstances, except after the experiment had been so tried, when it would lead to the establishment of them on so extensive a scale, that the intervention of the Poor Law Board might be required. My impression is, that very considerable relief would be afforded to this metropolis, if a number of feeding schools were instituted and supported by voluntary contributions, and assisted by grants from the Privy Council; and as one means of benefit to the humbler classes of society, who are on the verge almost of pauperism and receive out-door relief, I would make the admission to such school as out-door relief to them. If the school was certified by the Inspector of Schools to be a fit one, the Board of Guardians, through their relieving officer, might, to one or more boys of the same family, give a ticket of admission tantamount or analogous to the quantity of relief; and they would receive their education and maintenance in these schools during the day.

2187. You would allow the relieing officer to give a ticket for the admission of a child into one of these schools?—Yes.

2188. Does not that imply that the school is to be supported from the parochial rates?—Not altogether. The guardians should use the schools as an element of out-door relief.

2189. What authority would the relieving officer possess to send a child to be fed and instructed in a school which is provided by voluntary contribution?—He would pay towards the support of the school.

2190. Out of what fund?—Out of the poor-rate; and you must give him power to do so.

2191. Then you do contemplate founding these feeding schools out of the poor-rate?—The poor-rate must be applied, because the poor-rate would have to discharge the expenditure of the boys at school, but it would only be another channel of out-door relief.

2192. Lord *Lovaine.*] Do you mean that these schools should originally be maintained by voluntary subscription, or by such grants from the Privy Council as to the Privy Council should seem fit?—Yes.

2193. But that, if a child became chargeable to the parish, the parish should have the option of putting that child in the school on payment of a certain fee?—On payment of its schooling per week, instead of giving out-door relief.

2194. It not being compulsory on the parish, but merely a method of administering relief which the parish may adopt?—Yes, which they may adopt as they please, there being nothing compulsory in it, and being merely another mode of giving relief, and instead of giving it in kind, giving it in education and a dinner during the day.

2195. Will it not therefore depend entirely on the parish, whether they are satisfied or not that this relief is the best they can give?—Undoubtedly.

2196. *Chairman.*] You are aware that some new legislation will be required for this purpose?—No doubt of it.

2197. Will you proceed with your next suggestion?—I think the question relative to the establishment of these schools, is very much altered by the threatened suspension of transportation. I consider that among other means that the establishment, in three several parts of the country, of institutions similar to Red Hill, for the reception of juvenile criminals, would be also requisite. I should say that the present institution at Red Hill, another in the neighbourhood of Liverpool or Lancaster, and another near Bristol, perhaps at Lundy Island in the Bristol Channel, which should each receive 300 or 400 prisoners yearly, would be found a very great relief. It would be necessary to alter the law, in the way that I have suggested in my former evidence, in order to authorise the magistrates to bind the parents over for the good behaviour of their children; so that a sufficient

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ficient time might be given, in case of their non-compliance, for their reformatory education in these establishments. I think that from 15 to 18 months may be taken as the average of the educational process in each case; but I would extend it to two years if necessary. Facilities and encouragement should be given for the emigration of these children; and I have no doubt, looking to the results at Red Hill, that a very great proportion, if not almost the entire of them, might be induced to emigrate. In fact, I should have very little hope of them if such were not the case.

2198. Lord *Lovaine.*] At whose expense would the emigration be conducted?—At the expense of Government. The same process should be pursued as at Red Hill. I conceive that this class of prisoners are not altogether hopeless; they have been criminal, but still they have not got to the extreme of criminality; they are the class of individuals whom I should select from the prisons for Red Hill; and with the establishments I here recommend, I think Parkhurst should be retained for the very worst description of criminals, and for all prisoners sentenced for very grave offences, and whose imprisonment was for a longer period than 12 months, thereby still retaining the valuable distinction of transportation for such offenders. I think that with the united efforts of charitable individuals without, and these three or four institutions throughout the country, and the one at Parkhurst, you would find a very great reduction in the number of juvenile delinquents. To suppose that it is possible entirely to repress juvenile delinquency, or that any one measure or any connected measures will ever do so, I believe to be quite hopeless; it is an inherent vice of our present social condition; and the more I go through this metropolis, the more I am convinced of it.

2199. Mr. *Fitzroy.*] Then you contemplate withdrawing 900 juveniles from the whole criminal population?—Yes.

2200. Do you calculate that withdrawing so limited a number will produce any sensible effect?—I think it will produce a very sensible effect. The withdrawal of a small number from the Westminster Bridewell, has produced a considerable effect; and by withdrawing those prisoners through an institution like Red Hill, you diminish their corrupting influence most materially; for they are all boys who have committed crime, and whose corrupting influence is exercised and increases every day.

2201. Do you think that, if the area of these different premises was enlarged, it would still be imprudent to place more than 300 in one establishment?—The experiment might be tried with 400; but I should consider it very unsafe to have more than 400. I have no positive objection to 400, but my idea is, that 300 would be the better number.

2202. Do you contemplate placing them in one large building, or distributing them over a large surface?—Distributing them over a large surface.

2203. Do you propose to bind over the parents for the good behaviour of their children during the time of their detention in these institutions, or for any longer period?—I propose to bind such parents as are enabled to give security for the good behaviour of their children, and to deliver the children over to their parental care. I would rather strengthen the parental tie than otherwise. If the parents were unable to give security for the good behaviour of their children, then, during the period that the magistrate or judge awarded that they should be bound for their good behaviour, I would place them in an institution of the description adverted to.

2204. Parents would be bound in their own recognizances?—Yes, or sureties, as the magistrate might deem necessary.

2205. From your experience of the juvenile criminal population generally, do you think the parents would often be in a position to produce sureties for the good behaviour of their children?—No; but at the same time I provide a much more efficient remedy than their recognizances or their sureties, by sending the boys to these institutions.

2206. If the boys are to be sent to these institutions, what will be the advantage of binding the parents over in their own recognizances?—The magistrate makes an order for them to find sureties; and in default of their finding sureties, they would be sent to the institution. If the parents find sureties, they will take the control of their children on themselves, and be liable in the case of their own recognizances or their sureties, to the consequences of their breach. In default of their finding sureties, the State steps in, and sends the child to these institutions.

2207. Is it not often the case that a boy, notwithstanding the greatest care on the part of his parents, and notwithstanding every effort to reclaim him, persists in pursuing a vicious course?—There is no question of it.

2208. If a father has been bound over for the good behaviour of his child, and the child again commits a crime, and the father is unable to pay the sum for which he was bound, would you send the father, however anxious he had been to reclaim the child, to prison, in consequence of his son having fallen again into a vicious course?—Several cases have come before me recently, in which the parent would not undertake to be bound for the son, which I think would often be found to be the case, but would rather that he should go to such an institution as I have described, however severe it might be.

2209. *Chairman.*] Will you proceed to any other suggestion you wish to make?—I wish to draw the attention of the Committee to the ability of the parents to contribute to the maintenance of their children in industrial schools, or in institutions of the description adverted to.

2210. With a view to enforcing their liability?—Yes; the question has been mooted in the Committee as to the possibility of enforcing that liability on the parents.

2211. Are you of opinion that that should be done at all in the way of a penalty, or by enforcing the kind of natural obligation on the parent?—By enforcing the natural obligation; I have had an opportunity of going through a considerable portion of this metropolis, and of visiting the parents of certain children who were selected *ad libitum* from those who are at present imprisoned in the Westminster Bridewell, and I have endeavoured to ascertain by various means the circumstances of these people. I must first observe, that the majority of this class of people have large families, while their means of existence are of the most precarious nature; their employments subjected to interruptions from the incidents of the weather, and their independence of Poor-law or other relief dependent on the moderate cost of food, the latter generally provided by dealers of their own class, the costermongers. I have drawn up a report of the cases. I have visited 21, in various parts of the metropolis, Westminster, Paddington, Spitalfields, and Whitechapel. In many instances I was not able to find parties at home, but the 21 instances reported, seem to be a fair average; and out of the 21 cases upon which I have reported, I find there are three who would certainly be able to pay for their children in an institution of this description; and one of the three had one child in the Philanthropic Society, and he was willing to send another. The other two were very gross cases, in which the parents were disinclined, and who, if it were possible, ought to be made to pay for their children, for the lapses of their children are entirely owing to their neglect. In visiting the private residences of these people generally, I have never been so shocked at anything in my life as the low and degraded state in which they live. They are worse than I could have expected. I have visited the very lowest places of Manchester and Liverpool, but I have never found anything equal to the low and demoralized state of the humbler classes in London, especially in Westminster, Spitalfields, and Lisson-grove. Lisson-grove, of late years, has become one of the most depraved parts of this metropolis; and there are more commitments to Westminster Bridewell from Lisson-grove than from any other place.

2212. Mr. *Headlam.*] From what part of the country did they come?—They have been driven there in consequence of the pulling down of buildings in Westminster and other places; and the humbler classes of society have no other resource but to go from place to place, and they have now located themselves in Lisson-grove.

2213. *Chairman.*] What has become of the population of Saffron-hill?—They have found their way to Lisson-grove; and at Whitechapel there has been a considerable increase in rent. I will state one instance at Westminster, which may be taken as a type of the condition of these people. I went to the apartments of a shoemaker residing in one of the low streets of Westminster; he was in a room about 12 feet square; he is about 60 years of age, with a wife also of the same age; he was earning about 5*s.* a week as a shoemaker; his son was in Westminster Bridewell for theft: the room had certainly not been touched, I should think, for 10 or 12 years; there were appearances of two bedsteads in it, but they were without any covering; there were two large cats, and a dog in a corner; he had four sons, all in good employment, above the age of 21 years, and they

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all slept in this miserable room at night. These men were all receiving wages to a considerable amount, and were in most respectable situations. I give this instance as a type of the condition of a large proportion of the people who live in these low parts of the metropolis.

2214. Sir *J. Pakington.*] Did you ascertain the aggregate earnings of these people?—I have got the earnings, in the report which I hold in my hand, of a considerable number of them. In the case I have mentioned, I should think the earnings must have been 50*s.* or 60*s.* a-week.

2215. The aggregate earnings of the five men?—Yes.

2216. What were the dimensions of the room?—About twelve feet square.

2217. In that room twelve feet square, the two cats, the dog, the man and his wife, and four sons, all slept?—Yes; and another son who is in Westminster Bridewell had been brought up there.

2218. Mr. *Cowper.*] Do you think they were unable to get better lodgings, or that they were careless?—I think they were careless; and that it is the case in many instances. There seems to be no desire, on the part of a vast number of these people, to get out of the degrading condition they are in.

2219. Mr. *Fitzroy.*] You state that they had no bed-clothes?—None whatever.

2220. Mr. *Cowper.*] Do you think that there was any reason which induced them to live in that locality in preference to other places where they might have found better lodgings?—The man had lived there thirty years; and it is a curious fact, in a number of these cases, that people have lived in those single rooms five or six years at a time.

2221. *Chairman.*] Were they honest people, as far as you could ascertain?—They were very honest, but there are distinctions among them. Some rooms are very clean and neat, marking the characters of the individuals very strikingly; but the great proportion of them are in such a condition that no person would believe.

2222. Mr. *Fitzroy.*] Is that one of the cases in which you thought the parents could pay?—No; because the man was evidently supported by his sons.

2223. Mr. *J. Ball.*] Has it occurred to you to attempt to ascertain the consumption of spirituous liquors by the class of persons you have described, and more particularly by the young?—I have always endeavoured to ascertain whether the parents were drunken or not, and a considerable number of them are occasionally drinkers.

2224. Have you attempted to arrive at any positive conclusion as to the annual consumption?—No; and it would be very difficult to do so, because in visiting these houses there is always such a great degree of suspicion as to what you come for, so that unless they are perfectly satisfied you come to do them good, you can get nothing from them. You are obliged to manifest considerable tact in getting at the truth. I am first obliged to go to the parent, and then get at the truth by examining the prisoner in the Bridewell, as to the condition of his parents, test what they are.

2225. Do you suppose that the greater part of the earnings of these classes, whose weekly earnings are sufficient to maintain them in comfort, and who are, on the contrary, in a state of destitution, is expended in drink?—I have no doubt their earnings are spent either in drink or out-of-door amusements. I consider that a number of these boys are driven into the streets, in the first instance, from the condition of their homes. They are, in many instances, wretched, intolerable; and I can conceive a child of the youngest age seeking relief from them in the streets. It will be found from this report, that parents have in many cases taken the greatest possible pains to prevent the boys getting into mischief; in fact, great cruelties have been practised; a few days ago, and I mention this to show the determination of the boys to run into lodging-houses; a man stripped his son naked, placed him in a room, and locked him up with work to do; the boy saw some hemp in a corner of a room, and he set to and made himself a sort of pinafore with the hemp, the awl, and the cobbler's tools which were left, and he let himself down from the window, and was brought back by a policeman at one o'clock in the morning, with only this sort of garment upon him; they cannot keep them in, after they once get a taste for the lodging-houses.

2226. Mr. *Fitzroy.*] Then the result of that report is, that out of 21 cases, the parents in 18 were totally unable to contribute anything?—Totally unable; they were paying from 2*s.* to 1*s.* 6*d.* a week for their single room.

[*The*

[*The Witness delivered in the following Document:*]

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REPORT of the Cases of the Parents or Relatives of Juvenile Male Offenders under Imprisonment in the House of Correction for Middlesex, Tothill Fields, Westminster, visited by Captain *Williams*, Inspector of Prisons, with the view of ascertaining their ability to maintain their Children, when either in Prison or at Industrial Schools.

D—— W——. This man, with a family of seven children, resides at Westminster; they have a single room on the second floor, for which they pay 3*s.* a week. D—— W——, the father, is a man of most excellent character, and has followed the business of light porter, in the neighbourhood of ——, where he is well known and respected, for the greater period of his life. He is about 40 years of age, and describes his business to have declined since the establishment of the Parcels Delivery Company, so as to leave him with scarcely the means to provide food. His eldest son, D—— W——, is now in the Westminster Bridewell for the second time; is 14 years of age, and is the eldest of the family. A second son, only 10 years of age, has already manifested symptoms of dishonesty, but has not been in prison. The father describes the bad conduct of the sons as owing to the influence of other boys in the neighbourhood, and the love of the plays. He has done everything in his power to keep them at home. They have never been out all night. One evening, when his eldest son was missing, he caught him on the gallery staircase of the Victoria Theatre. Has beat him repeately, but it had no effect. The appearance of the room, and this large family, of which four are infants, was most pitiable; there was neither furniture nor bedding; there were several pawn tickets on the mantlepiece, showing but too clearly when the furniture had been disposed of. The father in debt, and the family just above the verge of starvation.

T—— R—— and his wife. Very respectable family. The father a carpenter, earning 30*s.* a week, and works with S—— & S——, builders. Has four children, besides the son, T—— R——, all supporting themselves. The son, T—— R——, was employed at a tobacconists, of the name of M——, near the Broadway, Westminster, and detected in stealing a small quantity of tobacco from his employer; tried, and sentenced to six months' imprisonment. He appears to have been well brought up, by a strict father; sent to school, and had been in other places of trust, and always conducted himself well. This I believe to have been his first offence, which has been the cause of the greatest distress to his mother. The parents have the ability to support this lad, either in or out of prison, and are exceedingly anxious that he should go to the Philanthropic Farm School. House clean and neat.

J—— G——, age 60, his wife, 52. The son of these persons is now undergoing an imprisonment of six months for robbing a till, and is an accomplished thief, though only 10 years of age. The mother states, he was sent to school, but always played truant, and got away. She has four other sons, grown-up men, who live with her and her husband, who are in work. Her husband is a jobbing shoemaker; he earns sometimes 5*s.*, sometimes 6*s.* a week. His four sons contribute to keeping up the lodging. The father states: He has done everything (with his limited means), to keep the boy from going wrong. Both he and his sons have beat him dreadfully. I would do anything I could to keep him from harm; but the neighbourhood is so bad, the boys take him wrong. I have lived in the neighbourhood 36 years, and three years in this room, for which we pay 2*s.* a week. A more filthy or disorderly scene than this room, in which this man, his wife, and four grown-up sons, eat, drink, and sleep, I never beheld. There are two miserable bedsteads, with some dirty coverings huddled together in a heap on each, but destitute of anything like bedding; the room itself appeared not to have been touched with a broom for years; there was not even a chair. The husband was at work cobbling shoes, when I entered; both him and his wife were filthy in person; and, to add to the impurity of the small and confined chamber, there were two large cats and a dog domiciled there. How any human beings, like his four sons, who are in work, can voluntarily submit to such degradation, is truly surprising.

D—— and his wife. The father a pensioner, having been in the Rifles; pension 6 *d.* a day He was not at home when I called. They have four children; two still at home, one transported. The wife says, her husband was a drunkard, but has been sober for nine years. Has been above two years in the same room, for which they pay 2 *s.* 3 *d.* a week. Her husband is scarcely ever free from sickness; has a letter for the dispensary. When he is quite laid up, has occasional assistance from the parish. Ascribes her children's fall to the bad company in the neighbourhood, and to their love of plays. Her son, who was in the Westminster Bridewell for 21 days, on one occasion robbed her and his father of his shirts and her linen, and went and sold them to a woman who keeps an eating-house close by, and who buys any sort of things the boys bring her. She heard of his having been there, and immediately went to her with two other women, and, under the threat that she would fetch the police, made her give up the articles. Her son is now at Mr. W——'s school, and is now steady; the school is to be moved into the country, and Mr. W—— has promised to take her son with him. Mr. W—— makes blacking at the school, and her son goes out with a truck, and sells it. The room was very clean; the parties very poor; unable to contribute.

W—— B—— and wife. These people are costermongers, earning their miserable living by selling fish or vegetables in the street. They both drink, and have five children, of whom one has been transported, another been in prison, but now leading an honest life, a third now in the Westminster Bridewell, and the fourth deaf and dumb. There is also an infant,

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infant, three months old. They live in a lodging-house, having part of a partitioned-room, for which they pay 3*s.* a week. They are often without food, and lead a most precarious existence. The children, in many cases, are first driven into the streets by the discomfort and want of space in the single room they occupy, then get into bad company, and commence stealing to gratify their desires of going to the low theatres and gaffs. The parents admit their utter inability to control their children; they have sent them to school, but there they only contract acquaintances which lead them into mischief.

S—— and wife. The husband a labouring man; the wife goes out washing. The husband unsteady and drunken, a labouring man, does any odd jobs for employment. He spends everything he earns in drink, and she (the wife) has been for weeks without receiving a farthing from him. Family consists of one boy and a girl; the boy, 14, now in Westminster Bridewell; the girl has also been committed for seven days for cadging about the streets. The boy went to national school, and was always good and honest, until about a fortnight before he committed the offence, which is his first. Attributes his fall entirely to the bad boys in the neighbourhood. The father admits his neglect, and has become a teetotaller since the boy's conviction; but from what I learn, it does not seem probable he will continue long in his resolution. Very poor.

M——. The father has been in the metropolitan, and latterly in the Dover police; from whence he returned to London to better himself, but at present has no regular employment; obtaining a most precarious livelihood. Has five children; two have been in prison; one five times in Westminster Bridewell. He sent him to school, but the boys used to meet him and take him away as he was coming home. His eldest son is 14, and gone to sea; he was once committed for 14 days. Her son who has been so often in prison is out now; he did not sleep at home last night; he has never been in any employment; he generally goes to Mrs. G——'s lodging-house (a thieves' house) in St. Giles's, and sleeps there; he has been 12 months thieving. The family are in great distress, being in a single room, for which they pay 3*s.* 3*d.* a week. They have two infant children, and the mother is now pregnant. The place clean. It would be quite useless to expect any contribution from persons in their wretched condition.

Mr. B—— and wife. This man is a shoemaker, working at home, and has been generally employed by a master in the B—— A——. Has seven children; four to provide for. Cannot now earn more than 4*s.* a week, and upon an average has not earned more than 10*s.* a week this last six months. One son transported from Parkhurst; has just heard from him in New Zealand, where he was doing well, but on the eve of starting for the gold diggings in Australia. Another son, now in the Westminster Bridewell for picking pockets, with a daughter 11 years of age, who is sentenced to six months' imprisonment for stealing a shilling from another girl when sent for medicine to the dispensary. All his sons went to National School, and were brought up to his business. Describes the conduct of the boys in the neighbourhood as most dreadful. They will not leave an honest boy alone. I have a boy five years of age, who when sent out on an errand, has been laid hold of and taken away by the older ones. This family are in great distress; owe 2*l.* to the landlord; the wife died about eight weeks ago; and the whole of the furniture of the room has been made away with to meet their wants. The rent is 4*s.* a week; the room dirty and wretched.

Mr. H —— and wife. This man is a tailor by trade, and was in the Guards, from which regiment he retired without a pension. Is earning a good livelihood by making clothes for soldiers and the police under the contractors. Has now a house which he resides in, and pays a rent of 32*l.* a year; lets the greater part in lodgings. Two of his sons been convicted of theft. He says, "They got into bad company, and I could not leave my work to look after them." One son been in prison twice. His eldest who was in prison, he has got into the army, and is doing well. Father and mother both drink, and are well able to contribute to their son's maintenance, either in prison or school, to which they appear greatly disinclined.

Since my visit I find that this man has another son, a third, who after being in prison five times, has enlisted, through his means, in the same regiment as the other.

Mr. W——, and wife, a most respectable and well conducted family; they keep the house in G— G— street, which is occupied as chambers. The husband receives 26*l.* a year as porter; they have four children, two boys, one was sent after being in prison, to the Philanthropic, and emigrated through the means there afforded to him to the Cape of Good Hope, where he appears to be doing well. The boys used to go to the National School and there fell into bad company. The boy in the Westminster Bridewell has been in several places as well as at school, but would not stay anywhere. He told me (his mother) "I will go to school no longer; he frequents the plays and gaffs, but never has stopped out at night. I can do nothing with im. I saved the other by sending him to the Philanthropic, paying 4*s.* a week, and I am quite willing to do the same by this boy. I do not think if either I or their father were to die to-night we have any neglect to answer for. He, the boy now in Bridewell, was taken with another boy who was a schoolfellow of his at the National School; but he was discharged; it was for stealing 12 cigars." The schoolmaster of the Westminster prison knows this family, and speaks highly of their respectability, and the distress entailed upon them through the misconduct of these boys. The father was nearly discharged from his situation in consequence of the son's misconduct. The appearance of this family was most satisfactory, both as to cleanliness and neatness.

J——

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J—— H——, Mrs. H——, the mother of the boy K——, now in the Westminster Bridewell, says, "that her present husband has been a most excellent stepfather to her son. He is a bricklayer's labourer, and earns 18*s.* a week; but the frost and wet have greatly interfered with his work. The son is 13 years of age, and has been repeatedly in prison. I have, and his father too, tried everything that parents could do. We sent him to Catholic School, to Protestant School, Ragged School, and every place we thought would do him good, but he would keep to none; he got hold of the boys and girls in the row, who used to come and take him away. His father has tied up his clothes, and put him in the cellar of a night, but he would get up the iron rails of a night, and get away naked; he did not mind, so as he got out. I should not like to have him go abroad; but if he is transported, God knows it would not be my fault. His father works from six to six; he has taken him out to work with him, but he ran away. My husband has often sold clothes of his own, to get things for him when he was almost naked." These people are miserably poor, and greatly distressed at this boy's misconduct. They live in a single room, in the basement, for which they pay 2*s.* a week unfurnished. The place was clean.

J—— P—— and wife. The mother is the stepmother of the boy J—— P——, now in the Westminster Bridewell. The father, a plasterer, wholly incapacitated from labour, by abscess in the chest. The boy was sent to Ipswich-place Catholic Schools, but the grandmother took a fancy to him, and brought him up; she used to get her living by begging, and had 2*s.* a week from the parish; he went with her, and the father paid her a trifle for the keep of the boy. The grandmother died, and his father got him several places, but he was always given to pilfering and stealing little things. He used to beat the boy most severely. He has been twice to sea, once in the fishery, and another time in a collier, but he would not stop. We have sold everything, to support ourselves during my husband's illness, and the boy was taken into the workhouse; he came out one day, under the pretext of looking for a place, and sold the boots off his feet, for which he was tried, and is now in prison. A great deal of his badness is owing to the boys in this neighbourhood; I have known them come up the stairs after him, when he was in bed, to get him away. There are some boys about here, only seven or eight years old, who will do anything. The boy cannot write or read. He has been away from us five months at a time, without our knowing where he was." The room inhabited by these poor people was most cleanly, and everything testified their respectability. They had parted with almost every article of bedding, their covering at night being nothing more than a bit of old carpet. They have been five years in the same room, for which they pay 1*s.* 9*d.* a week; and are in debt to a kind-hearted landlord 2*l.* for arrears of rent.

W—— D——. The son of this man is in the Westminster Bridewell. From inquiries in the neighbourhood, I have every reason to believe they have been a good father and mother to this boy. The boy seem incorrigible. The father takes him out to work, and he remains steady for five or six weeks, earns sufficient money to buy clothes, and he goes away, and is found in prison. The boys in the neighbourhood, it seems, would not let the boy be quiet when he was so disposed. The father is so ashamed of the conduct of the boy, that he seems quite to hate the mention of his name. He has lately taken to drink. He is 40 years of age, a plasterer by business, and pays 3*s.* a week for his single room. They have a daughter and infant child. The boy was sent to sea; he only remained for a short time, and would not stop. The father and mother are desirous he should go abroad; they say he cannot withstand the entreaties of the boys; they used to come, and almost force him to go with them. Very poor.

Mr. H——. This man is the father of W—— H——, aged 16, released from the Westminster Bridewell a few days since. Mr. H—— states, the boy W—— H—— is my son, an illegitimate one, from a connexion still existing between me and Mrs. W——. I have another son by her, who is transported, and is now at Dartmouth. I was in the Life Guards, as a musician, and have a pension of 6*d.* a day. Is a German by birth. The boy has been at school, and at plasterer's work; but his mother is too kind to him, and will not let me correct him. His wife left the street, in consequence of his bad character, and to try and break off his connexion with the boys. She has a business of her own, having invented an ointment for the cure of scrofula, by which she does very well. I have tried every resource to keep this boy at home. He has always been treated kindly, and never without an excellent meal, and a good bed. When we sent him to school and thought he was there, he was scampering about the streets. I paid 4*d.* a week for his schooling. He has been treated with too much kindness; his mother is too fond of him. I saw him yesterday on his coming out of prison; I gave him a most excellent dinner, and I asked him whether that was not better than prison fare. He replied, "Oh! as for that, we have plenty, and as good to eat there." The state of this neighbourhood, in respect to bad boys, is truly dreadful. All Sunday, the game of pitch-and-toss is going on incessantly; it was so bad that I wrote to the superintendent of police myself, but it is of no use; they station a little boy at each end of the street, and when a policeman is in sight, he gives a whistle, and they grab up the halfpence in a moment. The father rents the house, and lets it out in lodgings; he pays 20*l.* a year. I have no doubt he would pay for the boy's maintenance in any institution which gave hope of the boy's restoration.

Mr. B——, and wife. The father of two children, one aged 10, who has been three times, and H——, aged 13, who has been five times in the Westminster Bridewell; is a

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scavenger on the roads, receiving 9*s.* a week; and the wife goes out washing; she is step-mother to three out of seven children. The boys have been to the National School, but the boys made them play truant, and got them away. Good words and good beatings have both been tried without avail. The Stevens-street boys got hold of them, and took the money. This family of nine, seven children and father and mother, all live and sleep in a small room on the basement. How they contrive to lay down in this small apartment is quite wonderful; the rent of the room is 2*s.* 3*d.* a week.

P—— F——. This man is a bricklayer's labourer, and has for some time been out of work. His daughter, the only one, was recently released from the Westminster Bridewell, and has been received into an asylum at White Lion-street, at the instance of the prison chaplain. She has been there five weeks, and her father reports favourably of her conduct in the institution. This girl is 15 years of age, and appears to have been entirely led away by the love of dancing at licensed public-houses. The father appears to be a very good sort of creature, and most devotedly attached to his daughter, even now thinking her to be better than she really is; he has given himself a world of pains to look after her, and once got himself locked up in the station-house for his over-earnestness, or perhaps violence, in seeing her home from a dancing room. To go to these dances and the plays when he was at work, she used to take everything she could lay her hand upon to sell, and the father was obliged on three occasions to bring her before the magistrates. His words are, "Though a strict Catholic myself, I kept her always at school, giving her the entire liberty to be Catholic or Protestant as she liked, so that she were not a scandal to me; she was never in any situation; I earn 18*s.* a week when in work, but have been out since Christmas; I have been receiving bread from the parish, but only four times; the parish deal very hardly with us poor people. Pays 1*s.* 6*d.* a week for his room; is a good way in arrear of his rent, but has a kind landlord, who has seven houses, and allows him to work out his rent in repairs; a kind honest creature, indeed, both wife and him are." Room exceedingly neat and clean.

Mrs. H——. This poor woman rents a room with another, paying 1*s.* 6*d.* a week; she has three children, one 15, in the Westminster Bridewell, a boy nine, and a little girl five, living with her; she was out when I visited, and the children were mixed with a herd of others in the court below the lodging; she sells fruit or vegetables in the street; is a widow; her husband died five years ago in great distress; cannot send the boy of five to school; must keep him at home to look after little girl. The boys took the oldest away from his home; he went with her to see the gaffs; they wanted the youngest to go, but he would not leave his little sister. The distress of these poor people is great, their living most precarious, the lodging wretched, and the odour there almost insupportable. Upon inquiry, it seems that many of the costermongers make a very profitable business of purchasing from the fish-salesmen at Billingsgate the skins of soles, which they dry upon lines in their lodgings, and sell to the brewers in the month of June, for finings for beer. They purchase the skins at 2*d.* a pound, and sell them when thoroughly dried to the brewers at 4½*d.*

Mrs. K—— has a son, D—— K——, aged 16, in the Westminster Bridewell; she has married again (being a widow), a labourer, named D——; lives in a lodging-house with a number of other people in the same room; has lived so for nine years; her present husband, when in work, gets 18*s.* a week; she manufactures confectionery, such as bulls'-eyes, brandy-balls, which she sells in the streets; she buys the "stuff" to make them at the grocer's, and for what she makes out of a shilling's worth she always gets two; rainy weather is very bad for her; has sometimes made 5*s.* a week by it; pays 2*s.* a week for their lodging; her son was brought up to the "hod;" has a brother who was transported two years ago, 21 years of age; he had left his mother's home for 10 years, living in lodging-houses; has been in the House of Occupation; was three years and a half in that institution; was taught shoemaking, and left there at his own desire; he was sent there from the City Bridewell, having told the magistrate he had no parents; it was some time before the mother knew where he was; he wanted to go to sea, but was too small; he would not stay at the House of Occupation; he came away, and got into trouble again; has been 16 times in prison.

R—— S—— S——. The son of this man is in the Westminster Bridewell, having been convicted of stealing a tin kettle, and sentenced to six weeks' confinement. He is 14 years of age, and this appears to be his first offence. The father is 40 years of age, and obtains a most precarious livelihood, by selling live birds, potatoes, carrots. He appears to be an honest industrious man, and his wife a sober hard-working woman. They have five children, all younger than the boy in prison. The boy cannot read or write, never stops out at night, but is occasionally employed in selling vegetables in the street. His being in prison appears to have thrown his mother into deep distress. They rent the house; and are paying 4*s.* 6*d.* a week, retaining one room on the second floor, and letting off the two remaining rooms at 1*s.* 9*d.* and 1*s.* 6*d.* each. The room the entire eight in family reside in, presents a most extraordinary spectacle; it is about 14 feet square, and, besides the family, is encumbered with live birds, rabbits, guinea-pigs, three or four cats, and a dog, who was described as only an occasional visitor to the children. The house is a wretched dilapidated tenement, and the filth of the back yard beyond description.

J—— W——. This man, the father of C—— W——, a boy aged 13, discharged this morning from the Westminster Bridewell; another son, aged 16, has also been convicted of

of picking pockets, but is now, and has been for some time, at home doing well. The father's earnings, working from early morning to 10 at night, average about 10 *s.* weekly; but the supply of work is precarious. Children never at school; put to work at his business as early in life as possible to assist him. The boys got into the company of other boys in the neighbourhood. The father (and even the house, the most wretched I have visited) pays 3 *s.* a week for two rooms. No moral feeling in the man, but working hard, just to obtain sufficient food for subsistence. He has five children.

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L——, shoemaker. This man has had one boy transported, and another is undergoing 12 months' imprisonment in the Westminster Bridewell. A fact he was unacquainted with, until informed by the schoolmaster, who accompanied me. He had heard nothing of the boy for some months. Is a shoemaker, making shoes for export houses; earns about 18 *s.* a week. Ascribes the criminality of his sons to the lodging-houses which they used to frequent. "They first began stealing vegetables in the markets and selling them for a night's lodging to the keepers of these houses; then other and more valuable articles of provisions, which were disposed of in the same way. I have frequently taken them out of the lodging-houses in Kate-street. The boy A——, who is now in Westminster, is incorrigible; he has been in prison at least nine times. When he has been at home, and thinking I was not looking at him, I have seen him practising how to pick pockets. I have taught him my trade, but could never keep him at home. The other boy, that was transported, was just the same; he would not stop in. I stripped him naked one night and put him in the work-room, leaving my tools. He found some hemp there, and with the awl put it together, and made a sort of pinafore, let himself down from the window into the street, and was brought back by a policeman in that state at two o'clock in the morning. I say the lodging-houses are the ruin of boys; they not only encourage them to thieve, but purchase the stolen articles of them. My sons found through them that they could live without work, and would do nothing: they frequented the plays and gaffs. All the learning they have has been got in the prison schools. If my boys were to work with me, we could earn an excellent livelihood; but single-handed it is hard work, and sometimes no work at all. There never was a man, I believe, so troubled with his children. Another child in the room—that boy, there—will not go to school, if I send him; he goes somewhere else; and if I were to beat him, the chances are he would not come back." Has a family of three children besides these boys. Rents the whole house (a miserable, dirty tenement), at 4 *s.* a week, letting the lower part out to lodgers. This boy (the one now in Westminster Bridewell) was once sent to a reformatory school in Kentish Town, from which he ran away. He had an offer to go in a second time, but refused.

2227. *Chairman.*] Is there any further suggestion you wish to make with regard to lodging-houses?—Yes. I look upon the lodging-houses as having a most mischievous tendency generally on the boys of this metropolis; in fact, I do not know any single measure which would have so beneficial an effect as the placing of these lodging-houses under proper control. In the first instance of a boy committing crime, he generally steals from the market; he goes to a lodging-house, and for whatever he takes from the market he will get a night's lodging; he is then incited to steal other things, and the keeper of the lodging-house is invariably a receiver of stolen goods, and an encourager of crime. I have here a list of a number of these lodging-houses, where boys have nothing else to do but to go there and offer anything they please, and they always find a purchaser. I was passing by a lodging-house the other day with the schoolmaster of the Westminster Bridewell, and we met a boy who had just come out of prison. His mother had been there the same morning in a state of great distress at not finding the boy; we met him, by accident, coming out of the lodging-house; I saw the woman of the lodging-house, and I asked her why she received the boy. I told her that the mother was in great distress for the loss of him; and she immediately replied that she did not know anybody who was to hinder her receiving a boy of that sort, and that she believed the mother would not receive him at all, and that she thought he had better come there. I am satisfied that unless these lodging-houses are placed under better control than they are at present, there can be no reduction in juvenile delinquency in this metropolis.

2228. What suggestions would you make for improving the law in that respect?—I think that the law should be improved, so that a register should be kept of all persons entering these lodging-houses.

2229. Who should keep the register?—The owner of the lodging-house, under a penalty, stating their age. I also think, that any person keeping a house for the reception, lodging, or entertainment of travellers, who should knowingly harbour or receive any male or female under 16 years of age, having no visible means of subsistence, and not giving a good account of themselves, or who have absconded from their parents or their natural guardians, that a summons might

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be taken out against them, and that on proof of the offence of taking in such children under 16 years of age, they should be fined for the first offence, not exceeding 2*l.*, or 14 days' imprisonment; for the second offence, 5*l.*, or a month's imprisonment; and for the third offence, 10*l.*, or three months' imprisonment.

2230. Sir *J. Pakington.*] How would you define "taking in"?—Knowingly take in and harbour; I have no doubt the legal definition of it would be rather difficult; but the extent to which this is carried on would make it apparent to those persons who had the surveillance of these lodging-houses. Sometimes there are 20 or 30 of these boys; and if a boy comes there they ask no questions; he is received, whatever may be his age; he is not asked whether he has a parent, but he is accommodated with lodging on the payment of 3*d.*

2231. Would you by law prevent boys under a certain age from entering those houses; or would you only prevent their being allowed to sleep in them?—I would prevent their entering the houses at all, if possible; but the sleeping in them should be the gravamen of the offence.

2232. Have you at all turned your attention to the question, whether the mode of conducting these lodging-houses has improved since the late Act was passed for their regulation?—The Act has had a beneficial effect on their interior cleanliness and orderly appearance; but with regard to morality, it has not had the slightest effect; and the immorality of them, I may say, is increasing from day to day to a most fearful extent. I hold a list in my hand of a few of the most notorious of them.

2233. Mr. *Fitzroy.*] Is it not the fact, that the greater proportion of these houses are kept by Irish?—Many of them; and many of these persons are making money, and own more than one house, very often, in connexion with a chandler's shop, where they sell articles of all descriptions.

2234. At all events a considerable number of them are kept by Irish, who are not in a position either to read or write?—Yes.

2235. How do you propose to provide for keeping the register, under such circumstances?—They would have no difficulty in getting persons to keep a register for them.

2236. What would be the advantage of the register?—The register, although it might not be very accurate, would still act as a preventive, I think.

2237. Would it not be competent to any person entering one of those lodging-houses for a night to give any name and address he chose?—No question of it.

2238. Would there be any possibility of detection?—I would give police constables the power of visiting at any time.

2239. Would the class of persons who congregate there be of such a description as to enable their real names and addresses to be traced?—I think very likely not. I have no idea of applying it to adults; but I think it would prevent, in a great degree, the abominable abuse of children being taken in knowingly, for the purpose of encouraging them to rob for the support of these houses. I believe that many of these houses would be done away with, were they not supported by the robberies of these boys.

2240. Sir *J. Pakington.*] Do you think that any difficulty would arise from the plea, on the part of the lodging-house keepers, that they had no means of ascertaining the ages of the boys?—I think that might be the case; but it is almost impossible to propose any measure which would not be subject to some difficulty. I think the importance of it so great, as an agent in the repression of juvenile delinquency, that something of the sort ought to be tried. I put this forward merely as a suggestion, that may lead to something more effective; but if I have any power of impressing the Committee with what I consider one of the most important points, I would press upon them the suppression of those lodging-houses, where boys and girls only are received.

2241. Mr. *Adderley.*] Where would such a regulation as you propose, drive such boys to?—I believe it would drive them to their homes; but I think also I ought to mention that, with regard to model lodging-houses, they do not, as at present constructed, provide for so low a class as they ought to do; and I think that a great deal of benefit would accrue if model lodging-houses, as they are termed, upon an humbler construction, and at a lower rate of rent, were constructed.

2242. When you say that lodging-houses, since the recent Act, have not improved in morality, you are aware that so many sleepers cannot now be taken in the

the same room as formerly?—Certainly, because the provisions of the Act forbid it.

2243. Do not the smaller number in a room, and the greater cleanliness attained, tend to an improvement in morality?—There can be no question of it. I think the number of lodging-houses must have increased, or more of them are devoted to the reception of boys only. A woman, whose husband was one of the most notorious scoundrels in this metropolis, who cut his child's head off and threw the child's head out of the window, and was saved by some legal distinction, now keeps a lodging-house, and has done so for several years. It is one of the most notorious houses in London, and scarcely a boy whom you interrogate in the Westminster Bridewell, but has a knowlege of this woman; and the facility for disposing of every product of robbery there is merely a type of them all.

2244. Mr. *Fitzroy*.] Is that a registered lodging-house?—I am not aware.

2245. Mr. *Cowper*.] Have you considered whether there are a large number of children in the metropolis who are orphans, or who, from other circumstances, have no homes to go to, and must therefore resort to a lodging-house from necessity?—I do not think the number is very great; because when we come to dissect the prison returns and make inquiries of the children, we do not find that the proportion of orphans is very large. The children very often state themselves to be orphans before the magistrates. I was yesterday examining several boys in Westminster Bridewell, and I found that one or two had been in the House of Occupation, and other charitable institutions, and had declared before the magistrates that they had no parents, and obtained admission to the institutions in that way; I believe that the real number of orphans is much smaller than is supposed generally to be the case.

2246. Do you not think that the regulation you have suggested would be a hardship on some portion of the children in the metropolis?—It is possible; and I know of no measure that could be introduced, however generally beneficial, without involving some private sacrifice; if you obtain a great good, some little sacrifice must be made; I look to the establishment of a better class of houses through the endeavour of charitable individuals in furnishing an honest lad with a proper and clean place to dispose himself at night.

2247. Do you contemplate prohibiting children below the age you have mentioned, even if they came with their parents, or with other relations?—Undoubtedly not; because I restrict it to any under 16 years of age, having no visible means of subsistence, and not giving a good account of themselves, or who have absconded from their parents or their natural guardians; if they are accompanied by their parent, there is a natural guardian with them; no doubt it might be evaded by a person putting himself forward as the natural guardian, but it would do away with the exclusiveness of the houses where boys only are received; there are sometimes 20 or 30 of them together.

2248. Mr. *Fitzroy*.] Are the houses to which you refer as affording such facility for disposing of stolen property the registered common lodging-houses under the Act, or are they those which have failed to obtain a register?—I should think that many of them have failed to obtain registers.

2249. Is it not the fact that those which are registered under the late Act, from the constant visits of the police, would not afford the same facility for the disposal of stolen property as the others?—I am not prepared to answer that question.

2250. Are they not open to the inspection of the police at any time during the night?—They are; and it is a most beneficial regulation; but the mode in which these lodging-houses are conducted is such as almost to defy the police. The articles which these boys steal generally, in the first instance, are vegetables; and the vegetables are brought into the lodging-houses for the supply of the lodgers, and are thus re-sold to them.

2251. Then, perhaps, you would qualify the remark you made as to the immorality of the lodging-houses being on the increase, by saying that it is not so with regard to those which are registered under the late Act. Did your remark apply to that class of lodging-houses?—Not perhaps to that effect. I revert to those houses as being on the increase which exclusively receive boys and girls of an early age. Those, I think, are on the increase; and the immorality has increased in extent.

2252. Those which are now registered are, at all events, compelled to enforce the separation of the sexes to a certain extent?—Yes.

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2253. To that extent, at all events, the morality must be improved?—No question of it; and it is likely to lead to still further improvements.

2254. From your experience of registered lodging-houses, do you believe that it would be desirable to give the police greater powers of control than they now possess with respect to them?—Unquestionably.

2255. *Chairman.*] What kind of powers?—I should give them power to visit at all times. Whenever they receive information that persons were in the habit of receiving boys and children in this way, they should have the power of visiting them and instituting inquiries; I think the children ought to be taken before a magistrate to ascertain who and what they are; and be disposed of at the discretion of the magistrate.

2256. Mr. *Fitzroy.*] Have you any means of ascertaining whether the regulations with respect to registered lodging-houses are evaded to any extent?—I have not.

2257. Mr. *T. Egerton.*] What description of lodging-houses are those of which you have been speaking as not registered?—Many of them would evade the law as far as they could; in fact, they do not afford sufficient accommodation to enable them to be registered. In order to be registered they must comply with the terms of the Act, and then they become authorised lodging-houses; but many of the lodging-houses I advert to are in situations which are almost inaccessible, you may say; and they receive these boys furtively or otherwise.

2258. Are they inaccessible to the police?—Yes; the police have no power to enter a house of that sort unless it is registered.

2259. Mr. *J. Ball.*] Then the suggestion which you have made as to requiring a list or register of those who are received into a lodging-house, would only apply to a registered lodging-house?—I should register the whole of these lodging-houses, and I should put them under the surveillance of the police.

2260. Would not the same class which now escape registry altogether, escape the surveillance of the police?—I think not. The police are fully aware of these houses. If you examine the superintendents of the police, they will acknowledge the deep seat of the evil, but they will tell you they can do nothing with it; and if they want any of these boys they immediately go to the lodging-houses and take them.

2261. You would hold the lodging-house keeper responsible for keeping such a list or register as you have mentioned, but not for the accuracy or truth of the statements contained in it?—Certainly; but it would act as a great preventive. Many of these boys are lost for months and even years to their parents; their parents have no idea where they are, and have no means of finding them out. In one of the visits I made the other day, I found that a boy had been in prison in the Westminster Bridewell, and sentenced to 12 months' imprisonment; we were the first persons who acquainted the parents of it. He had been in lodging-houses for a long time; they had tried every means to find the boy, and could not. The first intimation the parents have of their boys is very often the letter sent from the prison, according to the regulations, stating that such a boy is in such a prison, and to come and receive him on his discharge.

2262. Can you give a rough estimate of the number of children of both sexes in this metropolis, who are accommodated nightly in lodging-houses?—It is most fearful to contemplate.

2263. Is the number very large?—Very large indeed.

2264. Would not such a provision as you propose, altogether prohibiting the reception of children in lodging-houses, have a very serious consequence at first?—No; for a great proportion of the children have homes to go to. I should say that there is not one-sixth of the boys who frequent these lodging-houses, who might not go home if they pleased to the residences of their parents. There is scarcely an instance among the large number I have examined but what might go home, and to a good home consistent with their circumstances.

2265. Would not the proportion that you suppose not to be provided for in that way be a large number?—I think there are plenty of reputable lodging-houses to which they might go, instead of frequenting those which are the reverse.

2266. Have you any proposal for distinguishing honest lodging-houses, in which children might properly be received?—No; but children go knowingly to those lodging-houses which are dishonest.

2267. How do you propose to distinguish lodging-houses in which you would allow children to be received under the provisions of any act on the subject?—Persons can only be known by their acts; there is no doubt that, in the first instance, until we were aware what these lodging-houses were established for, we could not designate a house to be a dishonest one; but afterwards, when the real circumstances came to develope themselves, we should know what these lodging-houses were established for, and their true character.

2268. Would you have houses specially licensed for receiving children?—I do not think there is any great number of children under 16 years of age who require separate lodgings. My experience leads me to believe that the number is very small.

2269. Do you estimate that about one-sixth are either orphans or adults?—That may be about the number, as far as I can satisfy my own mind. Several boys whom I have examined, who were in prison for a first offence, have been honest up to that moment, living in reputable lodgings, had no difficulty in obtaining them if they wish.

2270. The plan you propose would extend to all lodging-houses?—I think it ought.

2271. Mr. *T. Egerton.*] Under the existing Lodging-house Act, is not every person who has a room to let obliged to give notice to the police, for the purpose of registry?—I think so.

2272. That notice having been given, unless the house has sufficient accommodation, is it allowed to be used as a lodging-house?—No.

2273. Such being the case, will you explain under which category the lodging-houses that you have described as unregistered lodging-houses would come?—They come under no category. The police cannot interfere, unless they are registered.

2274. Are you quite sure of that?—I think so.

2275. Have not the police a power of bringing the lodging-house keeper before a magistrate, unless a house affording lodging is not properly registered by the magistrate?—Yes.

2276. Has any person the power of opening a house for lodging, except under the superintendence of the police, and with a certificate of the magistrates?—Undoubtedly not.

2277. Such being the case, how does it happen that these houses are unregistered lodging-houses?—Because many of them have evaded the regulations.

2278. Have not the police superintendents the power of going to these houses?—If they are not registered they have not the power; but even if they had, under the present circumstances, they could not in any way interfere with the immorality in these houses, caused by the harbouring of these boys.

2279. Does not the law provide that separation of the sexes, except in the case of married couples and children up to the age of 12 years, shall take place in all these lodging-houses?—Undoubtedly.

2280. Such being the regulation, how does it happen that there is such a want of distinction of the sexes in these lodging-houses?—I am unable to answer that question; but it does prevail. I was in a lodging-house a few days ago, and I found six or eight girls under, certainly, 14 years of age, with a proportion of boys at the same time in the same room; but this was in the daytime.

2281. Have not the police the power of superintending these districts?—Yes; there is a person appointed to visit these lodging-houses, and to report on them if their condition is not according to law.

2282. Then is it to be inferred from your answers that the person who has their superintendence has failed to perform his duty, by not taking care that the proper distinction of the sexes takes place in these lodging-houses?—It would be very wrong for me to blame the police, because I do not see how the police, except by constant visits every night, could effectually prevent it.

2283. Have you seen Captain Hay's report on the subject of lodging-houses?—No.

2284. Sir *J. Pakington.*] The lodging-houses of which you have been speaking, not being professed lodging-houses under the terms of the Act, are not subject to the visits of the police?—I think not.

2285. They are, in point of fact, houses contravening the law, under the pretence of receiving visitors?—Yes, I should say that must be the case. I can only state the circumstances as I have seen them in these places. Whether the police

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have neglected their duty, or whether they are registered houses within the Act, I cannot positively state.

2286. Mr. *Adderley.*] Have there been informations laid before the magistrates of such houses existing?—They have been often written about and reported on.

2287. Sir *J. Pakington.*] Do you know whether complaints have been made to the magistrates of the existence of houses which are in point of fact lodging-houses, but which the police have no power to visit?—I do not.

2288. Mr. *Fitzroy.*] Are you aware of the number of registered houses which are now under the inspection of the police?—No. I can form no estimate of it.

2289. Mr. *J. Ball.*] Are you aware whether the police have any power to enter a house on suspicion of its being a lodging-house?—I am not aware of it.

2290. *Chairman.*] Will you proceed to your next suggestion?—I beg to make a suggestion with regard to marine-store dealers; I think that the provision of the Pawnbrokers' Act, that they shall not receive a pledge from any boy or girl apparently under 16 years of age, should be extended to marine-store dealers, under the same penalty of 5*l.*

2291. How do you define a marine-store dealer?—He is defined by the 1 & 2 Geo. 4, c. 75, as a buyer and seller of anchors, cables, sails, or old junk, old iron, or marine stores of every kind or description, and he must keep a register of every article that he purchases. I think if the provision was extended to them, that they should not purchase articles from persons under 16 years of age, it would be attended with great benefit.

2292. Purchase or take in pledges?—Yes; the Pawnbrokers' Act prevents any person offering pledges under 16 years of age; but which, though a beneficial provision, I do not believe is strictly enforced.

2293. Would you have any further legislation on that subject?—I do not know how there could be any further legislation upon it; the only thing which can be done is, to turn the eyes of the police to it. If it was generally carried out, it would be a most beneficial provision.

2294. Do you remember what is the penalty of the Pawnbrokers' Act for taking a pledge from a person under the age of 16?—Five pounds. It is the 2 & 3 Vict. c. 47.

2295. Mr. *J. Ball.*] The provision which you propose to extend to marine-store dealers has been found altogether ineffective as regards pawnbrokers?—Every law will in some degree be evaded; but I think it would be very beneficial. There are many trifling acts of theft of bits of rope and metal which can be taken to a marine-store dealer by a boy, who will purchase them directly, and bad habits are often confirmed in a boy, from the great facility which exists of disposing of the produce of trifling thefts.

2296. Have you not reason to believe that the provision requiring marine-store dealers to keep a register of whatever they purchase is perpetually evaded?—No doubt it is evaded to a great extent; but, at the same time, salutary detections are made, which do a great deal of good.

2297. Penalties are enforced against the marine-store dealer?—Yes.

2298. Mr. *Fitzroy.*] Would it not be a considerable hardship upon poor persons to render it impossible for them to dispose of trifling articles at a marine-store shop by the hand of a child?—I think that poor people have seldom or ever any necessity for disposing of anything at a marine-store dealers. They have very little metal generally of any description; and the facility which is given to these boys for disposing of knockers, handles from doors, and articles of that description, to enable them to go to a penny gaff, or theatre, creates a great deal of delinquency.

2299. Then you are of opinion that marine-store dealers are chiefly maintained by children?—I think they are, to a very considerable extent.

2300. Mr. *Cowper.*] Do they not buy old clothes as well as marine-stores?—A "dealer in bones" is a sort of cant term, signifying that he is a dealer in everything.

2301. If he deals in everything, might it not be a hardship upon poor persons not to be able to sell anything through their children?—I can hardly think that; I think that sending a child to dispose of anything in that way would be much better avoided, and that parents had much better go themselves. I think the use that is made of children, in many instances, had much better be avoided. There

is no disgrace in the parent going to sell or pawn anything that they may have to pawn; but I do not see why the child should be initiated. A child is the last person in the world who should be sent to pawn anything. Capt. *W. J. William*

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2302. *Chairman.*] Have you any further suggestion to make?—I would make one observation with regard to the extreme desire of children for recreation. I think that something is required to be done on that subject. I think that a portion of our public parks should be allotted for the recreation of children. I know that it would be almost a sin to say Hyde Park; but I should say that a portion of the parks which are now being formed should be set aside as playgrounds for children. I think that a great deal of the gambling which now goes forward in the streets, particularly on Sundays, which the police cannot suppress, would be prevented by sending these children to different playgrounds to play.

2303. Mr. *Cowper.*] Do you think a game of cricket in the middle of Hyde Park would have a beneficial effect upon those who played it?—I do not see why a portion of Hyde Park should not be set apart for children to play in.

2304. Mr. *Adderley.*] Would you propose to rail off a piece of ground for that purpose?—Yes; and I would place it under the superintendence of proper persons.

Reverend *John Field*, M. A., called in; and Examined.

2305. *Chairman.*] WHAT office do you hold in the county of Berks?—Chaplain to the Berkshire Gaol and House of Correction at Reading. Rev. *J. Field*, M.

2306. How long have you filled that office?—Thirteen years.

2307. Had you previously filled a similar office?—No.

2308. Has your attention been turned much to the subject of juvenile delinquency?—Very much. Juvenile delinquents are committed to the prison at Reading, and, of course, they attract considerable attention.

2309. Have you been furnished with a copy of the terms of the reference to this Committee, and are you aware of the objects of this inquiry?—Yes.

2310. Will you favour the Committee with any suggestions with reference to the objects of the present inquiry?—The Committee having received so much evidence as to the causes of juvenile delinquency, I presume that I need not go through them in detail. I will mention, simply, the ignorance, negligence, and guilt of parents, that guilt being especially shown in habits of intemperance, leading to entire neglect of the children. Another cause is, neglected education in consequence of the early employment of children, especially in agricultural pursuits. Another cause is, crowded lodging-houses and tenements. Workhouse associations, and contamination, I have found a very serious cause. It is not long since that we had seven prisoners committed in one batch, and amongst them one had been previously in prison. I traced the committal of the other six, in a great measure, to their association with that one. Very many are committed from workhouses.

2311. For what are they committed?—For misdemeanors in the workhouses; they are committed to the gaol, and there is all the infamy of having been in prison attached to the young offender for life. Another cause is vagrancy. The children have been termed "City Arabs;" but we know too well in the country, that whilst in many respects they resemble Arabs, yet the term prefixed is scarcely appropriate, inasmuch as they wander far from the city. I have been surprised at the extent of juvenile delinquency, as proved, especially by inquiries concerning the prisoners who have been recommitted to prison. I scarcely need observe, that a single offence is not at all times an indication of character. There are prisoners who really have offended through some strong temptation, and who can scarcely be classed among decided criminals; but when offences are repeated, there can be no doubt remaining, and I have therefore thought it very important to endeavour to ascertain the age at which recommitted prisoners entered on their course of crime. I hold in my hand Tables connected with the report which I presented at the last Michaelmas Sessions for the county, upon which I have made this note: "The particulars in the foregoing Tables show that, of the 209 prisoners recommitted to separate confinement, 89 were not more than 17 years of age when first convicted, and that these 89 have been in prison altogether 403 times; an average of five times to each. They further show that, of those recommitted prisoners whose crimes were of such a nature as to occasion the longer terms of imprisonment, and yet upon whom the discipline had

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had not a corrective influence, more than one-half had been first convicted when quite young." I submit that this is important, as showing that the more gross and confirmed offenders began when they were quite young; and if you restrain juvenile delinquency, you will to a great extent, lessen the number of the worst class of criminals. The reports of the inspectors of prisons show about one-sixth to be juvenile offenders; but my inquiries lead to the result of more than a third of our worst offenders having begun their evil course when mere children.

2312. What is the age?—I have taken the age up to 18 years, because the presumption is, that they were not committed for their first offence, and that they began to go astray before that age.

2313. Sir *J. Pakington.*] Including 17 years of age, gives one-sixth?—I am not quite sure that the age of 17 is included in the inspector's reports; theirs amount to about one-sixth, or scarcely one-sixth; but if you take the confirmed offenders, they really amount to nearly one-half who really began to offend when they were quite young.

2314. Can you give the Committee the proportion of prisoners in your gaol who, at the time of their imprisonment, came within the class of juvenile offenders, as compared with the whole number committed in the year?—During the last year there were 90 children who were 17 years of age and under out of about 750. I have made this note on the Tables I hold in my hand: "Of the 96 criminals described in the foregoing tables, five are illegitimate children; 31 have lost either one or both of their parents; the father or mother of 26, and in several instances both have been convicted; and other relatives of not less than 39 have been imprisoned."

2315. Mr. *Fitzroy.*] Of what class in life are the juvenile offenders in Reading gaol?—They are generally of the agricultural class.

2316. You have spoken of committals from workhouses; at what age are these children committed from workhouses?—I am speaking particularly of those who are 17 years of age and under.

2317. *Chairman.*] They are not sent to your gaol very young from workhouses for such offences as you have mentioned?—Not very young; they have generally just gone from the school into the wards.

2318. Sent by magistrates?—Yes.

2319. Mr. *Fitzroy.*] For unruly conduct in workhouses?—Yes. The Committee are probably aware that there is not a separation of those who have been in prison from others; and the contamination is very sad in workhouses, and in many it amounts almost to what it was in the old prisons.

2320. In Reading Gaol is the silent system or the separate system pursued?—The separate system entirely.

2321. You have spoken of crowded lodging-houses and crowded tenements; do you allude particularly to agricultural labourers' cottages?—The observation applies to them to some extent; I had in view more particularly the town of Reading; but in agricultural parishes the cottages are sadly crowded in many places.

2322. There is no police in Berkshire?—There is not a county police.

2323. *Chairman.*] Will you now apply yourself to the remedies or preventives for this evil, and favour the Committee with your suggestions?—I should say generally, that the very causes of crime suggest the remedies; but with reference to education, one of course does not wish it to be mere instruction, but that moral and industrial training should accompany it. I am afraid there are so many parents who are not sensible of the advantage of giving their children some education, and who do not feel their responsibility, that some compulsion is called for.

2324. You propose to take the children compulsorily, for the purpose of having them educated?—I mean to enforce upon the parent the sending the child somewhere to school; it would involve the establishment of schools somewhat below those in existence at present; national schools, and ragged schools, as at present provided and supported, are very insufficient to meet the evil; we find a large number who are receiving no kind of proper education, and the parents are not induced to send their children to schools. I submit that it would be desirable that parents should be compelled to do so, and that there should be suitable schools for instructing them. I have no fear that there need be many, because the very moment you introduce the principle of compulsion, there is

aversion

aversion and repugnance excited; there would be an effort, I have no doubt, then made on the part of parents to send their children to other schools, but I know not how the evil is to be met otherwise.

2325. You think that the way the aversion would manifest itself is by their being sent to other schools?—I think so, if to send them to some school were compulsory.

2326. Will you proceed to your next suggestion?—With reference to the correction of those who are entering upon a criminal course, it seems to be needful to deal with them in a different way; and I think that, instead of committing them to prison, it would be desirable that many should be sent to industrial schools.

2327. What kind of schools?—In such cases it would be desirable that there should be some food allowed; in fact, the class described commonly as industrial feeding schools; and the magistrates should have power to require the parents to pay, if possible, in such cases.

2328. Suppose the parents could not pay?—I know not how the difficulty could be met in every case, but the parish in which either the child had its legal settlement or in which the crime had been committed might be made responsible. It must, probably, depend upon circumstances, and be left to the magistrate.

2329. Mr. *Fitzroy*.] You propose that the magistrate should commit a child to an industrial feeding school, instead of sending him to prison?—Yes.

2330. Do you propose that anything penal should be attached to an industrial feeding school?—I think not; because, although I should be very sorry that any crime should go unpunished, yet there are so many petty offences committed by children, which bring them under the cognizance of the police, acts which, though *mala prohibita*, do not otherwise involve moral guilt, that I do not see the necessity, in these industrial schools, for anything decidedly penal. In all cases of felony and more heinous offences, I think that a different treatment is required.

2331. Would you commit children to these establishments for a period long enough to enable them to learn a trade?—I am not sure that it would be desirable to teach all of them trades, but there should be opportunity for spade husbandry, and similar occupations.

2332. Your object would be to keep them there such a time as to produce reformation in their moral character?—Yes.

2333. From your experience of juvenile delinquents, what time do you suppose would be requisite to produce such a change?—I am not speaking now of those who are decidedly criminal, but of those who come under the notice of the police, yet have not committed such offences as would involve committal to prison, or that penal treatment which would be called for in cases of felony or aggravated misdemeanor.

2334. You are understood to state that in lieu of committing to prison, you suggest committing to an industrial school?—Yes; but I think there are many offences in which children, although they are brought under the notice of the police, are not really committed to prison, they are amenable to the law, although the law is not carried out. An industrial school would act as a preventive, therefore, to the commission of crime.

2335. Then you mean that the industrial school should be an establishment to which children should be sent who were supposed to be liable to fall into crime, but not those who had been taken before a magistrate?—Yes, many who are taken before a magistrate, because I think a magistrate should have the power of committing to the industrial school many who do not commit such offences as involve dishonesty, or such guilt as should be visited with penal inflictions.

2336. Has a magistrate any jurisdiction over a child who is not criminal?—Yes; I think at the present time he may deal with him for a criminal intent; and that shows itself even in vagrancies and cases of that kind, which are not positive offences.

2337. Is not vagrancy an offence against the law?—In the case of children, I submit that it scarcely amounts to an offence which demands punishment, although if not checked it must lead to vicious practices and the perpetration of crime.

2338. Is this establishment to be an alternative for a prison, or not?—It would

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would prove an alternative to some extent, inasmuch as one grieves to say, that many children are now committed to prison for really trifling offences, which do not involve dishonesty necessarily.

2339. Assuming it to be such an alternative, for how long would you commit a child to an industrial feeding school?—I think that perhaps 12 months might be sufficient.

2340. During that time the children would be taught those things that are most likely to be of use to them, and fed, clothed, and lodged?—Yes; and subsequently I think it would be desirable to require some security from the parent, that the child should no longer be allowed to live as previously.

2341. But the sentence passed by the magistrate would be to commit him to the school for a year?—I should think so. And at the expiration of that term, when restored to the parent, I would desire that he should be liable to a penalty, at the discretion of the magistrate, if the child again offended.

2342. *Chairman.*] What is your next suggestion?—In the case of those who are convicted of crime, there should be a penalty; and I know of none so suitable as a period of separate confinement, regulated and adapted to the condition of the child. I think that during the time he is suffering that punishment he should have out-of-door occupation for some hours in the day, and that for two or three hours every day he should have mental, moral, and sound religious instruction; but subsequently to that corrective discipline, which should not exceed, I think, more than four or six months, he should not be released, allowed to return to his former home, and to the evil influence under which he was induced to offend, but that the term of reformatory treatment should extend until he was at least 18 years of age. There should be a power of detention, in order that he might not claim his liberty; and that of course would involve the necessity for some reformatory establishments similar to that at Red Hill.

2343. Then you would give the magistrate or the judge the power of sentencing to a period of detention up to the age of 18 years?—Yes; I do not see how the evil is otherwise to be corrected.

2344. Do you know Red Hill?—Yes.

2345. Do you approve of the system there adopted for the objects in view?—Yes, generally; except that there is no power of detention in all cases, and consequently great difficulty, I believe, is experienced.

2346. Considering the objects in view, are there any suggestions you can make for the improvement of the institution at Red Hill?—I know of none, except that which I have mentioned. But a preliminary penal discipline in separate confinement, I think demanded, when crime has been committed.

2347. Mr. *Adderley.*] What amount of separation would you propose as the maximum for young children?—I think four or six months; it would depend on the case.

2348. During those four or six months, do you think they should be kept entirely separate?—I would not allow any intercourse with fellow criminals.

2349. How would you educate the children during those four or six months?—In the way it is done at present at Reading. They receive some instruction in the cells; they are assembled in the chapel, not having a school-room adapted to the purpose; but they have no opportunity of intercourse with each other.

2350. What sort of school would be adapted for the separation of the children?—One in which they were not allowed to hold intercourse with each other, constructed similar to the arrangement of the chapel.

2351. A cellular school?—Yes.

2352. Do you approve of a cellular school?—Yes.

2353. Did you refer to any other point, when you spoke of a school-room adapted for young children?—I do not think it should be carried out with all the strictness it is at present. I mean that there should be more out-of-door exercise, but still preventing any communication amongst prisoners; and there should be a greater amount of instruction.

2354. Sir *J. Pakington.*] Do you think that the separate system, which is adopted at Reading, is will adapted to the treatment of children?—I think that, with those alterations, it is decidedly.

2355. At present in Reading Gaol, do you apply to children precisely the same system that you apply to adults?—We can make very little difference.

2356. Is it your opinion that short terms of imprisonment are wholly useless with children?—Quite so.

2357. Mr.

2357. Mr. *T. Egerton.*] Even after a first offence?—I think so.

2358. As a mode of deterring?—Yes; quite ineffectual.

2359. Sir *J. Pakington.*] Would you desire, in any changes that you would propose in the treatment of children, to retain complete separation?—I should, for five or six months, as a general rule: there will be exceptional cases.

2360. Do you think that ought to be part of the system of any penal or reformatory school that may be established?—I think so.

2361. *Chairman.*] Should that be in gaol, or should the child be sent from the gaol to another institution?—I would rather that it had some other name than a gaol.

2362. Should it be in that place?—It might be attached to the reformatory. One would avoid the term "gaol," if possible, and the brand and infamy which attaches to it.

2363. It would be a prison, in fact?—It would; the name might be changed.

2364. Will you proceed to your next suggestion?—I would submit to the Committee the importance of rendering the parents responsible for payment in very many cases. As I have already said with reference to industrial schools, so with reference to the punishment inflicted upon a child; I think the crime is so commonly traceable to the negligence of parents, many of whom have been themselves convicted, and that it results from their misconduct and bad example that so many children are criminals; it would therefore be a great preventive of crime, as well as really an act of justice, to inflict a penalty in some measure on the parents; it would also awaken a sense of their responsibility in many cases.

2365. Do you treat it as a penalty or as a means of indemnifying the institution from the expense of the maintenance of the child, the parent paying by virtue of the natural obligation to maintain the child?—I do not think it is practically of importance which idea is attached to it.

2366. In the one case it becomes a simple question of how much the parents can afford to pay; and in the other case, if it is a penalty, a higher penalty might be imposed upon the more honest parent: what is your view on that subject?—The careless and criminal parent would consider it a penalty, and I should wish him so to regard it; but I have met with parents who have shown anxiety about their offending children, and would be glad to contribute towards the expense of reclaiming them. By such the payment would not be deemed a penalty. But the law cannot recognise and provide for the distinction. The day before yesterday, the father of a girl now in our prison came to me, and said, "I have seven younger children; I shall be very thankful if this girl can be sent to some penitentiary; I would gladly pay for it; I earn 15*s.* a week as a shoemaker; I have got four situations for this child; from each of them she has been dismissed for thieving, and has now been committed to prison from the last; I should be glad to pay 1*s.* or 2*s.* a week rather than that she should come home, for fear the mischief should be extended to the others." It is in that way crime extends so much. One child shows criminal propensities, and is not effectually dealt with, but allowed to associate with others in the family; they become corrupted; and hence crime runs, to use a common expression, in families, to so great an extent.

2367. Mr. *R. Palmer.*] Your observations and suggestions arise almost entirely from the experience you have had since you have conducted the prison at Reading?—Yes; but I had an opportunity of seeing prisons before.

2368. You have alluded to making the parents of juvenile criminals responsible, in a pecuniary way, for the good conduct of the children in future. Are there not a very considerable proportion of juvenile offenders who are committed to prison, and sentenced to certain periods of imprisonment in Reading Gaol, who are total strangers to the neighbourhood?—Yes; and that is one of the evils I have mentioned.

2369. A large proportion?—I would not say a very large proportion.

2370. Do a great many of them appear to be persons who are living a vagrant life at fairs, races, and other places, and who commit offences for which they are necessarily brought to trial, if they are taken up, and become inmates of the gaol?—There are some.

2371. How would you deal with children whose parents probably are hardly known, or live at a great distance?—There will be exceptional cases; but I think, in many of those cases, the parents might be found out.

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2372. *Chairman.*] You say that where there was not a parent, you would cast the liability on the parish?—Yes, and let the parish pursue and prosecute the parent.

2373. Mr. *R. Palmer.*] You would make the parish responsible?—Yes; as the parish is responsible for its pauperism now.

2374. *Chairman.*] At Reading are the boys carefully kept separate from the adults?—Each boy has his own cell, and he has not the least opportunity of communication. I think that is essential to any reformatory process.

2375. Will you proceed with any further suggestions with which you wish to favour the Committee?—I was glad to observe a petition from Liverpool for a training ship. It has occurred to me that it would be very desirable that some of our boys should be sent there. It is just the sort of occupation in which, I think, they would delight, and which would advantageously call out their energies. Captain Williams just now made some remarks upon a kindred subject, with reference to sending boys to sea. I have not found that answer. The boys have gone for a time; they have associated with seamen; they have come back after a while, and I have found that there was not the reformation which one desired to see. I think that if subsequent to their imprisonment, or that process of correctional treatment which they undergo in any place, whether called a prison or not, they were sent to a ship where they were under judicious control, and received due religious instruction, and were thus under proper discipline, they would probably make very good sailors.

2376. Do you think it is an idea that might be beneficially worked out?—I think so.

2377. Are there any means, at Reading, of disposing of the children after their terms of imprisonment are complete?—No; except that, through the kind contributions of individual magistrates, some have been sent to Red Hill.

2378. You have no county institution of that kind?—No.

2379. Does not the disposal of the prisoners, after they come out of prison, constitute one very great difficulty?—Yes. The children relapse almost invariably; and there is really no hope, when they return to their homes and to their vicious parents, or former associates, that they will withstand temptation. I have very little hope, when a boy or girl is discharged from prison, that they will not return, however promising he or she may appear, and they do appear to be most promising in many cases. The system, incomplete as it is at present, does work well, so far as we are enabled to carry it out. I mean to say that, whenever they leave the prison, they leave it, I have no doubt, with a determination to do better, but it is not to be expected that children will withstand those temptations which are immediately presented to them.

2380. If there was an institution like that of Mr. Nash, opened, do you think that the system of prison treatment is such as to dispose many to avail themselves of it?—I think that many would; but I submit that it should not be left to the volition of wayward children.

2381. What do you propose with respect to it?—I think that the sentence should extend over such a term as to reach to the time the child has completed his 18th year, if he is convicted of crime.

2382. Supposing a boy of 14 were committed for six months to Reading Gaol, do you propose that he should be retained in the reformatory institution until he had attained the age of 18 years?—Yes, if the offence be such as to indicate a depraved moral condition.

2383. Will you proceed to any other suggestion which occurs to you on the subject of this inquiry?—Observations have been made and, I believe, repeated in the evidence before this Committee, with reference to the kind of instruction which is given at Reading Gaol, and I wish to correct the mistaken statements. I have the greatest aversion from anything like compulsory education, even in a prison; a child in separate confinement is thankful for it; he values it; but in no case, is religious instruction enforced on either the child or adult prisoner. I encourage him to learn portions of Scripture, and lead him to apply those portions of Scripture by giving him questions: for instance, suppose one has been convicted of theft, I should give him as a question, "Why should I keep the Eighth Commandment?" and other questions successively, and the prisoner would give his own answers, and support them by references to Scripture, searching out some, and assisted to find others by marginal references in his Bible. He then learns those portions of Scripture; and by that means becomes well acquainted with them. But we have nothing like compulsory education; all is willingly and in general most thankfully received.

2384. Do you find the results of your system beneficial?—Very much so; we have no hard labour in Reading Gaol; we have no treadmill; the sentence of hard labour is not carried out as an infliction on the body. It was contended (which I have no doubt has led to the mistaken representation) by a visiting magistrate, that there must be hard labour of some kind, and that hard labour must be hard labour of the head if not of the body. Of course I felt it my duty strongly to oppose that notion, and in fact, by the rules of the prison, anything like compulsory education is forbidden. Perhaps I may be permitted to read an observation which I made on that point, inasmuch as it may effectually correct the error. I said in a report presented not long since to the magistrates, "God forbid that we should be justly chargeable with such guilt and folly! To enforce labour or learning upon a reluctant subject, is the certain method to make either abhorred. Your plans for correcting the ignorant, the idle, and the vicious, betray no such want of acquaintance with or indifference to this truth, but better accord with the principles of reason and the lessons of experience. As a punishment, cellular confinement is severe and sufficient. Subjected to it, the prisoner longs for employment, and his work being then allowed as a relief, he will afterwards love and follow it. And as respects the instruction given, I need scarcely assure you, that whilst I have the honour to be your chaplain and to superintend the educational treatment of your criminals, never shall a task of Holy Scripture, or the teaching of a schoolmaster, constitute any part of your prisoners' punishment."

2385. Mr, *R. Palmer.*] You are of opinion that hard labour, as a punishment, is not a desirable thing?—Certainly it is not.

2386. There is a great difference of opinion among the judges who go the circuit, and when they have sentenced individuals to hard labour, and it has been intimated to them that there is no such thing, they have expressed surprise at it?—Yes; but I should be extremely sorry that either adult or juvenile offenders should be subject to it. Our judges are better acquainted with the criminal law than with the operation and effect of the sentence they impose.

2387. You recollect that in the Committee which sat on Prison Discipline, there was nearly an unanimous vote that hard labour ought to be provided in every gaol?—Yes. It is my opinion that, as a punishment, cellular seclusion is far greater without the labour. You would certainly provide an adequate punishment for the young as well as the adult, by sentencing them to four or six months' imprisonment; whereas if you give them labour or occupation for six hours a day, you so lessen the punishment of the seclusion that it really is not felt.

2388. But that labour may be so arranged as a mere bodily punishment, as not to interfere with the seclusion?—No, clearly not; but I submit that if you give them such an amount of labour as shall be at all equivalent to the punishment now inflicted, you thereby prevent any reformatory process whatever. It would be such an amount of toil as would incapacitate them for either mental or moral improvement.

2389. Formerly was it not the intention to make prisons so disagreeable to the inmates, as to prevent their committing offences whereby they might be brought there again?—Yes; and I think experience has shown the utter uselessness, not to say folly, of such a plan.

2390. It did not answer its purpose?—Certainly not.

2391. From your experience, do you think that persons who are addicted to crime are in any degree afraid of the personal inconvenience of two or three months' residence in gaol, so as to deter them from committing offences, through fear of the punishment coming upon them again?—I really do not think that the question of punishment enters much into the mind of the criminal, when the temptation is presented. I have no idea that crime is much prevented by the deterring effect of punishment.

2392. Even after he has suffered one punishment, it does not deter him from a second offence?—I think not; I think that, unless there have been some better principles imparted, the liberated criminal will relapse, however severe his punishment may have been. and for promoting permanent improvement, separate confinement is most favourable, because it affords the best opportunity for religious instruction and corrective discipline, without the counteracting agency of vicious associates.

2393. *Chairman.*] Have you any further suggestion to make?—I think that a great additional advantage of the separate confinement of young offenders would be, that they would enter upon the subsequent stage of their treatment cheerfully,

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and the change would be such as would induce them heartily to engage in the occupations they might have to perform, and would facilitate the process of reformation and improvement.

2394. Does anything further occur to you with reference to the objects of this inquiry?—There are matters of detail with which I do not trespass upon the time of the Committee; and I presume it is not necessary or desirable that I should repeat many suggestions already made by other witnesses, of which I heartily approve. I beg to add, that I believe no efforts to restrain or correct juvenile delinquency can be successful, unless based upon sound religious instruction, accompanied with a moral and industrial training, for a considerable length of time.

Martis, 15° *die Martii*, 1853.

MEMBERS PRESENT.

Mr. Tufnell.	Mr. Tatton Egerton.
Mr. Miles.	Lord Drumlanrig.
Mr. Adderley.	Sir John Pakington.
Mr. Monckton Milnes.	Mr. John Ball.

THE RIGHT HON. MATTHEW TALBOT BAINES, IN THE CHAIR.

Edward Carleton Tufnell, Esq., called in; and Examined.

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2395. *Chairman.*] ARE you now one of the Workhouse School Inspectors under the Committee of the Council for Education?—Yes, and have been so for the last six years; and was previously one of the Assistant Poor-law Commissioner for 11 years under the Poor-law Board. During all that time, before I was appointed School Inspector, I paid considerable attention to the education of pauper children.

2396. Your attention, during the whole of that period, has been closely directed to the subject of the education of pauper children?—Certainly.

2397. Do you remember the passing of the Act of 7th & 8th of Victoria, in 1844?—Yes.

2398. Did that Act give a power to the Poor-law Board to combine unions into districts, for the creation of district schools?—Yes, it gave them a power of combining unions within a certain limited distance; I think the distance is 15 miles radius.

2399. Several alterations have since been made, but that was the original scheme?—Yes. When under the powers of the Poor-law Board any such district for union schools is made, the power of building rests entirely with the guardians.

2400. Does the statute enact that it shall be lawful for the Poor-law Board, with the consent of a majority of the guardians in writing, to order that a building shall be erected for the purpose?—Yes; and consequently, without the previous consent of the managing Board of Guardians, the Poor-law Board have no power to compel the building of a school, although they may have made the district.

2401. Practically, therefore, is it in the discretion of the guardians, as the law now stands, whether they will build a school or not?—Quite so. The Poor-law Board is quite powerless to enforce the erection of district schools anywhere; all they can do is, to put the guardians in a position to build them if they like.

2402. Are there in existence many district schools which have been formed under this statute?—I believe there are five in the whole of England. In the district which is visited by myself, namely, the Metropolitan District, consisting of the counties of Middlesex, Surrey, Kent, Essex, and part of Buckinghamshire, Hertfordshire, and Essex, there are two district schools, which, I believe, are the largest and most important in England.

2403. Which are they?—North Surrey District School and the Central London District School. I should say that there is another school being founded at the present time, but it will not be opened for more than a year from this time. I am principally acquainted with the working of district schools from those two schools, which I believe have been longer in operation than other district schools in England; and one of them, the Central London District School, has been practically in operation 12 or 14 years.

2404. By

2404. By the Act of Parliament, are these schools appropriated to certain classes of destitute children?—Yes. They are appropriated to children under the age of 16 years, and there is also another restriction against these schools which operates very severely; that is, the children are not to be sent to them if the parents object. It seems to me to be a very absurd restriction. That restriction is not felt very much in the two district schools which I have mentioned; for I believe that, practically, the paupers do not know their power.

2405. Are you alluding to the 40th section of the 7 & 8 Vict. c. 101: "That it shall and may be lawful for the said Commissioners, as, and when they may see fit, by order under their hands and seal, to combine unions, or parishes not in union, or such parishes and unions, into school districts, for the management of any class or classes of infant poor not above the age of 16 years, being chargeable to any such parish or union who are orphans, or are deserted by their parents, or whose parents or surviving parent or guardians are consenting to the placing of such children in the school of such district"?—Yes.

2406. The power, therefore, is expressly limited to these classes?—Yes; but it will be observed, that if the parents of any child choose to object, the children cannot be sent to such schools at all. I think that is an extremely inconvenient and quite unreasonable restriction; because there is no doubt that the benefit to the children, of sending them to these schools, is enormous; and there can be no reason why they should not be sent compulsorily, whenever we can get hold of them.

2407. So long as the power of sending to district schools is confined to children of this description, will it be quite impossible to dispense with the ordinary workhouse schools altogether, because there will still be large classes of children whom there would be no power to send to these district schools, and for whom you would still have to preserve workhouse schools?—Yes, if the parents objected, which they might do; and the consequence would be, that if you formed district schools, including any union in it which objected to send children there, or objected to the district schools altogether, they could very easily, by putting the parents of the children up to it, prevent the children being sent at all. That case I have no doubt would occur.

2408. Have you been in communication with boards of guardians at all, with a view of inducing them to form district schools?—Yes, frequently. The chief objection which they urge against it, I believe, is the expense of building these schools, which hitherto has been very considerable, but I think it might be diminished.

2409. Is it within your knowledge that that is the great argument with which the proposition is uniformly met, or nearly so?—It is. Unless we can get a part of the money from Government, or from some other source, I think that very few additional schools will be built in England.

2410. Has Mr. Hall, the poor-law inspector of the metropolitan district, had the honour of acting with you, in endeavouring to prevail on guardians to act, when districts were formed, in many cases?—Yes.

2411. Have you found that objection meet you?—Yes, constantly. It was the main objection which the guardians made.

2412. Would the expense at present fall entirely on the rate-payers?—Entirely.

2413. Will you favour the Committee with your opinion of the advantages which would attend the formation of these district schools?—The great difficulty of bringing up pauper children in workhouses arises from the danger of their mixing with the adult classes. The adult paupers, more especially those who are able-bodied, are almost invariably bad characters. Workhouses are filled with unconvicted thieves and persons of that description, who are always to be met with in considerable numbers among the paupers of workhouses. There is great difficulty in so arranging the wards of a workhouse, as to prevent the children intermixing with the adult classes.

2414. From your experience as Assistant Poor-law Commissioner, are you aware that there are a great many workhouses which do at present admit of satisfactory classification?—There are.

2415. Are you also aware that by law there is no power, except in the guardians, to alter that state of things with regard to many of the buildings?—Yes.

2416. The Poor-law Board cannot compel the building of new workhouses,

and their power to order repairs is limited to 50 *l.*?—Yes. There are some workhouses, it is true, where, by very great care and constant attention, and generally by the influence of some very benevolent guardians, the schools are properly maintained, and the children turn out well; but such is not the case generally. In general, intercourse goes on between the children and the adult classes, and they are taught every sort of vice by that communion.

2417. To a certain extent, do you think that evil is inseparable from the workhouse system?—It is inseparable from the system of keeping of adult paupers and children in the same house; in fact, many of the workhouses bring up thieves, prostitutes, and paupers. I think Colonel Jebb, in his last report, states that some of the workhouses are the sources of criminal children; and I believe it is true, in some cases. I am tolerably certain that none, or next to none, of those who are criminal children come from the district schools, although I have known numerous instances in which they have come from workhouse schools, where the adult paupers are practically intermingled with the children.

2418. Have the workhouse school inspectors and the Poor-law Board inspectors, within your knowledge, done their utmost to improve the present system of workhouse education?—Yes; and I do not think we can advance further than we have done; because, where the schools are so small, and where these difficulties of inter-communion between children and adults exist, it is almost impossible to make the schools as moral and well-conducted as they would be if there were no possibility of intercourse between the adults and the children.

2419. You were going on to enumerate certain other advantages, which you thought would result from the establishment of district schools?—I will state what has taken place with respect to some district schools near London. The last district school which has been founded in London, and brought into complete operation, is the North Surrey District School.

2420. Is that called the Anerley school?—Yes; it is a school which contains all the pauper children of the parish of Chelsea, the Croydon Union, the Kingston Union, the Lewisham Union, the Richmond Union, the Wandsworth and Clapham Union, and the parish of St. Mary Newington.

2421. That forms altogether a very important metropolitan district?—Yes, about 650 children; many of those children, when they were first admitted into that district school two years ago, were in a most demoralised state.

2422. Were they drafted from the workhouses?—Yes; and a very great majority of them, I may say, were ready to commit every sort of juvenile crime; as a proof of that I may mention, that the first week they were in the house they broke out into a riot, and committed 100 *l.* worth of damage. I should particularly mention what took place in respect of the parish in which I reside, Chelsea. The children of Chelsea parish were in the workhouse more than two years ago; and with a view of giving them a good education, we thought we would send them to the parish school; however, their conduct, language and manners were so extremely bad, that they were turned out of the school in the course of a week; the authorities of the school could not keep them in it. At the present time, although there are upwards of 650 children in that district school, they are so perfectly quiet and orderly, that I should as soon expect a riot among a flock of sheep as amongst those children. The punishments are very few; they get out to service now very well; and the fact is, I never saw any set of children more thoroughly reformed, than those children have been during the two years they have been in the district school.

2423. Has the result in the other schools you have mentioned been satisfactory?—Yes; in the Central London District School it has been equally satisfactory; but that has been opened several years, and I cannot test so well the condition of the children, before they entered it and afterwards, as I can their condition in the North Surrey School.

2424. Where is the Central London District School?—Within half-a-mile of Anerley School. It was the school which was formerly known under the name of Aubin's School, at Norwood.

2425. How many children are there in that school?—Nearly 1,000.

2426. And 650, in the other?—Yes; sometimes the numbers vary.

2427. What is the maximum number for which the Anerley School is constructed?—It would hold 700, if there were more girls in the school; but we always find that in pauper schools the boys very much exceed the girls in number, almost invariably.

2428. Is there a third school in course of construction in your district?—Yes, called the South Metropolitan School.

2429. Where is that school?—It is constructing, at the present moment, about 10 miles from London, on the Croydon Railway, close to Sutton Station, and it will hold about 1,200 children, I think, when it is completed.

2430. Do you recollect what district it will provide for?—The Union of St. Olave's, Greenwich Union, and the parishes of St. Mary Magdalen Bermondsey, Saint Giles Camberwell, and St. Mary Rotherhithe.

2431. Does it include some of the most important parishes south of the Thames?—Yes; but it will not be brought into operation for at least a year from this time. With respect to the work the children have to do at the North Surrey School, there is a great amount of agricultural work, which appears to me to be of the best description of work for children of that sort: they mend their own clothes, and make a great part of them; they also make their shoes; and they cultivate about 20 acres of land, supplying themselves with milk, and all the vegetables that are required in the house.

2432. Is there industrial occupation of that kind also at Norwood School?—At present there is not agricultural work in that school. There is an intention to have agricultural work there; but at present the labour is confined to shoemaking, tailoring, carpentering, and blacksmith's work.

2433. Is it contemplated to have agricultural work at the South Metropolitan School?—Yes.

2434. Is provision being made for it?—Yes; and there is quite sufficient ground retained for making it an agricultural school.

2435. Does the importance of agricultural occupation, in your opinion, point to the conclusion, that it is very desirable to have these schools in country situations?—It is desirable to have them at some distance from a town; it contributes to the health of the children very materially, and I believe also to their morals, when they are separated into parties in different parts of the ground and working, and not confined to rooms, where their health and morals, I think, are not so well attended to as when they are out of doors under agricultural superintendence.

2436. By means of the three schools you have mentioned, is satisfactory provision made for the education of the pauper children of a very large part of the metropolitan district?—Yes; perhaps nearly one-half the metropolitan district, will be enabled to have the benefit of district schools. They altogether include about 2,800 children.

2437. Mr. *Adderley.*] Do you know the population of the district?—The population of the three districts which send their children to these three schools is, in the Central London District, 188,369; in the North Surrey District, 254,658; and in the South Metropolitan District, 237,140.

2438. *Chairman.*] You were going to speak to the subject of expense?—The cost per head per week of the children in the North Surrey School, for maintenance and clothing, has been, since the time it was opened, 3*s.* 2½*d.* In the Central London District School, which is a much larger school, the cost per head per week is 2*s.* 11½*d.*; and I should observe, that difference mainly arises, not from any difference in the dietary, or the advantages which are given to the children, but is mainly owing to the larger number of children in the Central London District School than there is in the North Surrey School. We always find that the larger the number of children, the less is the expense. The expense decreases very materially with the number.

2439. Taking all circumstances together, what is the largest number that you think could be advantageously included in one school?—At present, so far as experience has gone, we have not arrived at any limit. The greater the number, the lesser is the expense; and the possibility of reforming the children does not seem to decrease. I should observe that the largest school at present, is the Liverpool Pauper School, in which there are nearly 1,200, without having any infants.

2440. That school belongs to the township of Liverpool?—Yes.

2441. There is a very large school of the same kind at Swinton?—Yes, belonging to the Manchester Union. In that school there are 800 children.

2442. As far as your experience has gone, you see no reason for thinking that you may not include even a larger number than have yet been included in one school?—I should not much like to erect a school for a larger number than

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1,200, because I do not know what difficulties might occur; but at present we have found no difficulty in managing a school of 1,200 pauper children; and the expense, as I have said, is less in proportion as we increase the number. As a proof how the expense diminishes, I will allude to the expenses at Mettray, in France. I find that, in 1844, when the school contained only 57 children, the expense was 13*s.* 5*d.* per week; and in 1849, when there were 556, it was reduced to 5*s.* 6*d.*

2443. Mr. *Adderley.*] Can you state what would be the remaining expense per head?—Yes. The expense I have given is simply maintenance and clothing; but the expense for the other charges varies very much in different schools, owing sometimes to the expense of the land, and sometimes upon whether the building was built from the ground, or hired; and also very much upon whether they have got large loans for building. I know what the expense is, but it is no test to go by. The cost per head per week in the North Surrey School, for loans and interest repaid, is 2*s.*; and for common charges (that is, for officers and other expenses), it has been 2*s.* 2*d.* per head per week. That is in addition to the 3*s.* 2½*d.*; consequently the whole expense per head, in the North Surrey School at the present time, has been 7*s.* 4½*d.* per head per week. I should observe that these other expenses, namely, the common charges, and the loans and interest, will diminish gradually. The only expense which it can be assumed cannot be lowered materially is the maintenance and clothing, though as the land becomes more productive, even that will be diminished.

2444. Is 7*s.* 4½*d.* the gross expense?—The net expense, after deducting earnings.

2445. Can you state what the children can earn to set off against that?—That has been deducted. I can state what has been earned in that school for the past year. I should say in the Central London District, which has been longer in action, and where the total expenses, including maintenance and clothing, and everything are less, it is 4*s.* 11½*d.* per week. That is partly owing to the number being larger, and partly to loans and interest thereon not existing. It is an older establishment.

2446. So that in both cases the officers come to much the same sum, namely, of 2*s.* per head per week?—Yes; they come to rather more in the North Surrey School than in the Central London School, because the number is smaller.

2447. Do you suppose that the expenses of the metropolitan schools is any guide as to what would be the probable expense of country schools?—None at all; because the metropolitan children, like the metropolitan paupers, have been in the habit of being fed in a much superior way to country children; that is one reason. Another reason, I think, is, that these schools are much more expensive than they otherwise would be; because the London guardians seem to me to have expensive habits, and care very little about expenses in comparison to country guardians. I generally have to find fault with them for the extravagant expenditure to which they are willing to go in London.

2448. You stated 40 acres to be the quantity of land attached to the North Surrey School. Do you consider that 40 acres is the right proportion to 600 children, or is there any other proportion that you would suggest?—I should say that it was rather too much, because it is more than we can cultivate with the spade, and a part of it has to be cultivated under the plough.

2449. What number of boys, able to work with the spade, are there in the North Surrey School?—About 80.

2450. Out of 650 children?—Yes.

2451. Those 80 boys are not able to work 40 acres?—No.

2452. How many boys of that age do you calculate per acre?—I should think it would take at least six or seven boys per acre.

2453. When you say six or seven boys per acre, do you mean that those six or seven boys should be about the age of 12 years?—Yes, from 10 to 12 years.

2454. Then would you contemplate attaching to each boy lesser boys from the age of six years as assistants, and in training under them?—Certainly.

2455. How many boys per acre, taking in the little boys, do you think might be calculated upon?—At least 12 boys to an acre.

2456. Mr. *Miles.*] What is the number of hours given to education, and what is the number of hours given to labour, by the senior boys in the North Surrey School?

School?—The working boys in the North Surrey School are at work three days per week, and they are at school three days.

2457. Do you think it a good system that the whole of the schooling should be on one day, and the whole of the work on another day?—Yes; I think it is a better system than having partly schooling and partly work on one day; both plans have been tried within my knowledge, and we have invariably found, that it is much more convenient to keep a boy at work the whole day, than to take him away and send him to school part of the day.

2458. Then it is actually from experiment that this system has been adopted?—Certainly.

2459. At what age are the children taken in at the North Surrey School?—Some of them may be under even the age of two years.

2460. Do not you think that you would be enabled to make more room in these district educational schools if you were to advance the age, so as not to take them until they come under the habits of instruction?—I think it is very useful to have infant schools in these district schools; because it would be impossible to have, in any workhouse, infant schools equal to those we have in the North Surrey School and the Central London District School; they are very large, and we can afford to have first-rate masters; and the instruction which the children get at that period of life, from two to six years of age, is sometimes as important as that which they get afterwards.

2461. Will you be kind enough to state, by the formation of these district schools, what officers you would get rid of from the unions?—The schoolmasters and the schoolmistresses, and some of the nurses.

2462. Have you at all entered into a calculation as to the expense that the schoolmasters and the different officers got rid of would have cost if the education had been continued in the different union schools, from that which now occurs in your district schools?—I do not think there would be any material saving of expense in the formation of district schools immediately; the real saving of expense would occur ultimately, and it would be enormous; but immediately, there is no great saving of expense. I do not believe that any of the unions who sent their children to the North Surrey School would save anything in expense by sending them there; but I have no doubt that the ultimate saving of expense, from having made it certain that they shall never be paupers in after life, will be enormous.

2463. What is the number of masters or pupil teachers in the North Surrey District Schools?—At present there are in the boys' school, two schoolmasters and three pupil teachers. There will be more pupil teachers when we get boys more fit for the purpose; but we only take boys out of the school as pupil teachers, and we do not allow them to come in from elsewhere.

2464. When the school has existed some time longer, what number of masters will be required for the 600 boys?—Three masters and about 12 pupil teachers.

2465. You need scarcely be asked whether they should be efficient masters?—Certainly; they should be all masters having certificates, I think, from normal schools.

2466. Does it not strike you, that without some compulsory enactment, it would be quite impossible, after you have detailed the expenses at which each child is kept in these establishments, to induce the guardians of the different unions throughout England and Wales to consent to the adoption of district schools?—The expenses which I have given in evidence do not refer to the expenses which would be incurred in country districts, and I believe it is much greater than is at all necessary to be incurred in country districts; it is no guide as to the cost which would be incurred in thoroughly agricultural districts.

2467. Is the diet table so much superior?—That is one reason; another reason is, the habits of the London guardians in running into expenses. They do not seem to care for expenses in London as much as they do in the country. I should say that there is unbounded extravagance in the expenses which are sometimes incurred.

2468. From your great experience of London schools, what is your estimate, at the present price of provisions, of the cost of the district schools, supposing they were generally formed throughout England and Wales?—Before these district schools were formed in London, there were contract schools. The expense at which children were maintained at those contract schools by contractors, may be taken as a fair estimate of what they really cost, as, of course, contractors would

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would not have agreed to contract at the sum they did, unless they made some profit by it. The sum for which the pauper children were contracted for at that time was invariably 4*s.* 6*d.* per head per week for everything; therefore that is the expense at which they ought to be maintained, I think, even in the district of London. In the country, it is quite clear they ought to be maintained at considerably less expense; for none of these schools were agricultural schools, which would of course diminish the expense materially.

2469. *Chairman.*] Would it not be less than that, because there is the profit out of the 4*s.* 6*d.*?—Yes.

2470. Mr. *Miles.*] Was the education, under the contract system, as satisfactory as it is now?—Yes; it was equally under the Government. The Government paid the masters, as they do now, and they were equally under inspection. In the Central London District School, the education was just the same as it is now.

2471. Have you any tables to which you can refer; for instance, of the Central London District School, containing the number of children who have been sent to situations every year?—I have not got an exact statistical return, because a great number of the children are taken away by their parents, and do not go to situations at all; but a list is kept of as many of the children as can be found; and a notification has been sent, in some years, by the chaplain, to request the children to come back to the school on a certain day as a fête day; and a circular has been sent to the employers of all the children, requesting to know how they get on, and what are their characters. The answers to those circulars have been extremely satisfactory. I do not think that so many as two or three per cent. of them have gone wrong, after they have left the house.

2472. Mr. *J. Ball.*] To which school does your answer apply?—It applies to the Central London District School. The North Surrey District School has only been two years in action.

2473. Mr. *Miles.*] Do you think it probable, unless there is an alteration in the law, making it compulsory upon unions to form district schools, that it could be carried into effect?—I think if the Government were to assist in the establishment of district schools, it would be sufficient in many cases. I do not think they can be universally formed without compulsion; but I think they would be formed in very many cases, if the Government were to assist in the building of the schools.

2474. Possibly there would be no objection, if the Government assisted in building the schools, to the children being sent to them, paying the same sum as they cost at the union schools?—I take it that, in the union schools now generally, they do not cost less than 2*s.* 6*d.* per head per week; perhaps in some cases they cost rather more; but, on the other hand, you must consider the very superior advantages these children would get in district schools, and also the probability, I may say the certainty, that these children would not become paupers in after life; and we know that one pauper may inflict on his parish an expense of 100*l.* or 200*l.* before he dies.

2475. Do you think those are the deductions which would be drawn by country guardians?—They would be drawn by all people who are foresighted.

2476. In the present state of education, would you recommend that district schools should be built either entirely by Government, or partly by Government and partly by parochial rates, and that children should be sent to those schools from the different unions, paying only the sum of money that it costs the unions to provide for the education of those children at present?—I think you must cause the parishes to pay what they cost. I do not see who is to pay the difference, if they do not pay all. That sum would be very materially diminished by Government advancing some considerable amount towards the building of the schools, which I think the Government ought to do.

2477. Mr. *Adderley.*] And the site?—Yes.

2478. Mr. *Miles.*] Do you think it necessary, at the same time, that a considerable portion of land should be added to each of the schools?—Undoubtedly.

2479. Would not that considerably increase the cost?—Not very considerably; for land, in many parts, is very cheap; and such land as we should require would not be the most expensive.

2480. You recommend that land should be rented or purchased; and, if rented,

rented, together with the maintenance of the children in the district schools, should be paid out of the parochial rates, the Government assisting in the building of the district schools?—Yes; I think the Government should assist very liberally in the building of district schools.

2481. Mr. *M. Milnes.*] When you stated that children were contracted for, at 4*s.* 6*d.* per week, did not that include a large proportion of very small children, almost infants, which would bring down the average?—It included the same number of infants as there are now.

2482. Not more or less?—No.

2483. Mr. *Adderley.*] Was any dissatisfaction expressed at the mode in which children were maintained under such contracts?—They were maintained in the Central London District School in perfect health. At one contract school, they were certainly not maintained in a healthy way; but the exact cause of it I do not know.

2484. Do you consider that there is any temptation to parents in the neighbourhood of these schools, not to exert themselves for the maintenance and education of their children, owing to such a provision being made for them?—I do not think that parties in that class of life are at all sensible of the advantages of education to their children.

2485. Can you at all state as to the primary schools in the neighbourhood of free schools, whether the education which is given at them is equally good with the education which is given in pauper schools?—If it is not equally good, it is a disgrace to the managers of those schools; inasmuch as in the pauper schools the children are not in the school more than three hours a day, and in those schools they are six hours a day; therefore, so far as respects intellectual instruction, the education which is given in national schools ought to be very superior to that which is given in pauper schools. I believe it is not; for very often the national schools are not well managed; but in a well-managed one, it is certainly better.

2486. Can you state whether, to the school at Swinton, or any of the district schools in England, other children besides pauper children are sent?—None.

2487. Do you see any objection to other children, besides pauper children, being sent to these schools, supposing their parents would pay the whole expense?—I see an objection to children not criminal being sent there.

2488. *Chairman.*] At present there is not power by law to associate other children with pauper children in schools appropriated to the latter?—No.

2489. These are pauper children establishments?—Yes. I think there would be no objection to the parents sending their children there, if they chose, and paid for them; but there would be an objection to admitting criminal children, supposing the law allowed it.

2490. Mr. *T. Egerton.*] Have you known any instances of children who have been in these schools having returned upon the unions as paupers?—Very rarely indeed in the district schools. In the workhouse schools there have been numerous instances; but they are very rare in the district schools; and, generally, when once they get out, we never see them again, and they get on well.

2491. Besides the agricultural employment you have mentioned, are any trades taught?—Yes; shoemaking, tailoring, carpentering, and some other trades, are taught there.

2492. Can you state the proportion who are employed in agricultural pursuits, and those who are employed in trades?—In the North Surrey School, 84 are employed in agricultural pursuits, four are taught baking, 40 shoemaking, 26 tailoring, eight are engineers and plumbers (there are two steam-engines on the premises), eight are carpenters, six are painters, and 26 do all sorts of household work, cleaning, &c.

2493. Is there more difficulty in getting boys belonging to one than the other out into service?—No. Some trades are rather better than others. I believe an engineer will get off better than some of the others.

2494. Do you find a great inclination on the part of persons to employ boys coming from these schools?—Experience has always been, that when a district school is first founded, there is great difficulty in getting rid of the children. After a time a few get out; if those few behave themselves well, and get good characters, the school gets a name for turning out good children; and after that time there is no difficulty in disposing of any number of children we can bring up;

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up; and, so far from it, there is sometimes a run on the house for children, and we could dispose of twice as many as are fit to go out.

2495. At what age do they generally leave these schools for their respective service?—It depends in some degree on the strength of the child. The Committee are aware, doubtless, that children from London especially are much more stunted than those from the country; but, on the average, I should say that nine-tenths of them leave by the age of 14.

2496. Are a very large proportion of the girls employed in needlework?—Needlework, washing, household work, and everything that fits them for household service.

2497. Do their earnings for needlework form a large proportion of the amount earned?—The yearly profit of the girls in the London Central District School is estimated at 120*l.*

2498. What number of girls, on an average, would be employed in needlework?—Ninety, with the assistance of one needlewoman, and I deduct her wages from the profit. The whole value of the work performed by them would be 160*l.* in the course of the year; and consequently, deducting 40*l.* for the needlewoman, the profit would be 120*l.*

2499. Is there any laundry work done for persons out of doors?—None; nothing is done for sale or profit, except that in the North Surrey School they sell the pigs and butter.

2500. Mr. *Tufnell.*] At Norwood School was there a ship at which the boys were exercised?—Yes; about 60 boys were brought up as sailors; at the present moment the ship is removed, but I have heard that it will be replaced.

2501. *Chairman.*] Why has it been removed?—The ground was wanted for building a chapel. It was found to be a very useful mode of training children for sea.

2502. You would recommend that it should be resumed?—Certainly; it was a very useful thing. They have got a ship at Liverpool, and they are trained to furl sails, and do a variety of operations which are necessary on board a ship, and they do it very successfully. Many captains of ships I have seen going to Norwood, for the express purpose of engaging boys, whom they were going to take away on board their ship.

2503. Mr. *J. Ball.*] Is there a return down to the latest date of those who have been taken from Norwood?—No; the school has been in operation 15 or 16 years.

2504. There is no complete return of the result of the Norwood School?—No.

2505. Could you furnish the Committee with such a return?—I do not know whether it could be furnished easily; I know they generally get off very well, and do not become paupers or criminals afterwards.

2506. Mr. *Adderley.*] What is the greatest age to which boys have remained in the school?—By law they ought not to be there beyond the age of 16. I should say that any district school, which had many boys even of the age of 15, was badly managed; because if well managed, they get away long before they are 15 or 16.

2507. How is it as to girls?—They got out equally well with the boys.

2508. Is there the same limit of age?—Yes.

2509. Is any difficulty experienced in having boys and girls of that age under the same roof?—None whatever.

2510. Do you think there would be any difficulty in the country in having girls and boys of that age under the same roof?—Not the slightest; I think it is rather an advantage; the girls contribute to the diminution of the expense, by washing for the boys and making their shirts.

2511. *Chairman.*] Can you suggest any mode of improving the district school system?—I should wish that parents had not the power of refusing to send their children when the guardians wished it; and also that the Government should assist in the formation of district schools.

2512. By contributing to the expense?—Yes, of the building and land.

2513. Have you seen the pamphlet of Mr. Fletcher on the subject?—Yes.

2514. Do you remember a suggestion which he makes as to district schools being built upon a much cheaper plan?—Yes.

2515. The expense being the great argument by which you are met as an objection, could you not, by diminishing the expense, *pro tanto* lessen the objection?—I think Mr. Fletcher had in view the small family description of schools which

which exist on the Continent, where they have established reformatory schools which are altogether upon a different system to those which have been formed in this country. At Hamburgh, Mettray, and in Switzerland, they always go on the principle of dividing the children into a number of small families, with a master or mistress over each. I believe the expense of that system would be much more in this country than the plan which I propose; and, besides, it would be extremely difficult to get the proper agents to work these small schools. I have no doubt you might get, in many parts of the country, a cottage; and if you could get a good master and a good mistress, thoroughly conversant with the mode of bringing up pauper children, they could bring up 30 or 40 children more cheaply than in any other way. I know of some instances of such pauper schools, but they are very rare; and it is extremely difficult to get the proper agents to work such a system. That difficulty does not seem to be experienced on the Continent; but it has been found here. I believe that at Red Hill, one of the chief difficulties which Mr. Sydney Turner felt in adopting the Mettray system was, the impossibility of getting agents to carry out that minute system of control which is followed in France.

2516. You seem to be of opinion that a more strict economy might have been followed in some of our English district schools?—Certainly.

2517. Chiefly in building?—Yes, in building and arranging, and carrying them on altogether. I think there has been too great extravagance in general in the building of English district schools.

2518. May it be hoped that experience will teach greater wisdom in that respect?—I hope so.

2519. Mr. *Adderley.*] Do you mean in the style of building, or in the number of rooms?—Partly in the style of building and partly in the mode of carrying on district schools. There are some things in the mode of carrying them on at the present time, of which I do not altogether approve, and in which I think much expense could be saved: for instance, as far as my experience goes, I would much rather place a chaplain at the head of these district schools than a person in the character of a steward or schoolmaster; I think the expense would be much less.

2520. *Chairman.*] Will you explain a little the alterations that you would suggest on that head?—I find that in every one of these district schools there must, according to law, be a chaplain, and I think there ought to be a chaplain. The chaplain is of course a well-educated person; he is the person of greatest rank, education, and station in the establishment; but as he is not the superintendent of the establishment, he is practically an inferior officer, and therefore he is placed under the person who is the superintendent of the school, who is of inferior rank, station, and education to himself. That inferiority very frequently causes quarrels and disagreements between the officers, and all sorts of inconveniences occur. I think that the most educated person employed in these district schools ought to be the chief person in them, and ought to have the sole management, and that it is a mal-arrangement to have the most educated person in an inferior situation.

2521. Mr. *Adderley.*] That may be the best arrangement, but will you explain how it is the most economical arrangement?—If you have a person like a workhouse master at the head of an establishment, he has 30 or 40 servants under him; he has not the power of keeping the same control over them which is possessed by an educated man; and the consequence is, that they run into expenses, and cost more than they would if they had a person to control them who was of superior rank and station to an ordinary workhouse schoolmaster, who is of the class of persons who have usually been appointed as superintendent of these district schools.

2522. Then should his house be separate from the rest?—No, I think he ought to live in the same house, but superintend them more; I believe there is the same sort of extravagance which would occur in a private house if the master were withdrawn, and everything went on under the butler.

2523. Would not the house in which a gentleman of that position lived be too comfortable for pauper children, unaccustomed to the style of living?—There are apartments in the North Surrey School and the Central London District School, quite sufficient for a chaplain to live in.

2524. Is the rest of the building not more luxurious than pauper children should be accustomed to?—No, it is not in the North Surrey School; I think the

the schools that have been built in Liverpool and Manchester very much exceed what is necessary in the splendour of their architecture.

2525. *Chairman.*] The chaplain is not bound to reside at present?—No.

2526. He is one of the paid officers?—Yes.

2527. Do you suggest that he should be resident and acting superintendent?—Yes, with a steward under him to do the mechancial work, I think it would be a more economical plan to have him as the head master and superintendent, than to have a person of the rank of a workhouse schoolmaster at the head of the establishment.

2528. Mr. *M. Milnes.*] Might not objections be made by other sects and bodies distinct from the Church of England to a chaplain of the Church of England being placed in that position?—As respects the district I visit, no religious objection has ever been put forward by any one. No one cares for pauper children; they have no friends; many of them are without any religion at all when they come into the house; but by law, if the parents or guardians of any child require it to be brought up in any particular religion, that wish must be complied with.

2529. *Chairman.*] Do you know the fact, that in some cases, it has been stated to the Poor-law Board as an objection to the adoption of district schools, that the employment of a chaplain is absolutely necessary under the Act of Parliament?—It seems to me to be very desirable, if it were not necessary. I am sure that in every instance which has come under my notice, the employment of a chaplain has been of the utmost importance; not simply because he is a religious person, and not with reference to his being a member of the Church of England, but simply as a person of rank, character, and education, employed in looking over the house. He keeps a surveillance over the inmates which could not be kept by any other class of persons.

2530. Do any further suggestions occur to you for the improvement of district schools?—Nothing further than I have stated.

2531. Do you consider that, in any alteration of the law, workhouse schools could be altogether superseded?—No; you must have pauper children in any alteration of the law that may be made; and as you must have pauper children, common sense is to educate them so as not to make paupers afterwards; and I do not believe there is any mode of doing that effectually except by the formation of district schools, in which adult paupers are not admitted.

2532. You would still be obliged to have schools at the workhouses, but diminished in number probably?—In some workhouses none at all. In the workhouse in my own parish, Chelsea, there is no school at all, nor is there any necessity for a school. All the children are sent to the North Surrey District School directly they come into the house.

2533. Mr. *Adderley.*] Why should there be children in any workhouse?—In some cases the parents might object to their children being sent to the district school.

2534. Supposing that objection were removed, would there be any necessity to have children in any workhouse?—No, except a few children who might be temporarily in workhouses. However, the absence of the school would not be any material damage in that case; because, as they would only be there temporarily, we could not do them much good by having a school in the workhouse.

2535. Mr. *J. Ball.*] Are not a considerable number of children admitted to workhouses who remain but a short time?—Yes.

2536. Then your opinion is, that it would not be necessary to maintain a school establishment for those children?—I do not think it would.

2537. You would keep a separate department of the house for them?—If it should be found there was a sufficient number of children to make it necessary, I would preserve classification.

2538. Are the district schools which have been formed within your district, subject to the orders of the Poor-law Commissioners, so far as their general management is concerned?—They are.

2539. Both with respect to the discipline of the house and the accounts?—Yes.

2540. Has a special order for accounts been issued for schools separately from the order for workhouse accounts?—Yes; I think it is a special order in each case.

2541. In the keeping of the accounts in these district schools, are you able to inform the Committee what is included under the head of "Maintenance," and charged to separate parishes?—"Maintenance" is the food.

2542. Food alone?—Yes.

2543. Can you state how clothing is charged in those accounts?—It is charged in the same way as it is in ordinary workhouses. The whole amount of clothing consumed for the quarter is found, and then it is diffused among the children.

2544. In the statement which is usually furnished of the cost of maintenance, do those sums include clothing and food?—No. Maintenance does not include clothing. The account which I have of the North Surrey School includes under one head maintenance and clothing, and makes that sum of 3*s.* 2½*d.* per week for each child.

2545. Can you inform the Committee whether complete statements of the accounts of the district schools formed within your district exist?—Yes; they are drawn up and printed every year.

2546. Will you explain why the cost of maintenance in these schools, is greater than the cost of the maintenance of children in workhouses?—I do not know that it is greater than it is in the London workhouses. It is greater than it is in country workhouses, if you are comparing the cost in London workhouses with the cost in country workhouses.

2547. At the present time, the cost of provisions in the immediate neighbourhood of London not being materially greater than elsewhere, do you see any material reason why the expense should be greater?—No.

2548. Are the dietaries regulated by the Poor-law Board?—Yes.

2549. With a power to the guardians to exceed a minimum?—No. It is a dietary which can only be departed from by order of the medical officers.

2550. In point of fact, is not the cost of the dietary in schools near London, greater than that of children maintained in country workhouses?—Yes; comparing London dietaries with country dietaries, they are always much more liberal both in workhouses and in schools.

2551. Is it your impression that circumstances exist which render that necessary?—Circumstances exist which, I think, render it necessary. London children are in the habit of living much higher than children in the country; they eat much more meat.

2552. Is it your opinion that district schools formed in the country need not, so far as the maintenance of those admitted to them is concerned, be more expensive than the maintenance of children in ordinary workhouses?—They ought not to be more expensive; they ought to be less expensive, I think.

2553. With reference to the items which are included under the head of "Establishment charges," is the principal item the salaries and maintenance of the officers?—The debt on the house is one of the chief items; that is, the loans borrowed to build the house.

2554. In practice, have those loans been made repayable within a limited period?—Yes, 20 years.

2555. Are they paid off by annual instalments?—Yes.

2556. Have you been able to form an estimate what would appear to be a reasonable price for establishment charges, excluding any repayment of building loans, for a country district school?—I know what was the total expense of contract children before these district schools were founded, which, as I have stated, were 4*s.* 6*d.* per head. It ought now to be considerably less in the country than that.

2557. On the other hand, the class of officers who were employed were inferior to what you consider expedient in a district school?—The schoolmasters were not inferior; they were just the same as they are now. They were paid by Government, and inspected by Government. The inferior officers were sometimes of an inferior description, and a chaplain was not compulsory.

2558. Do you find that amongst those persons having local influence, and taking a part in the management of the poor, there is now a disposition to admit the advantages of the new system?—There are various opinions. Those persons who will take a long-sighted view of the case are fully satisfied of the great advantage. Many of the guardians, however, who will only look to the immediate expenses, are sometimes dissatisfied, because the expenses are not diminished by these district schools.

2559. Is it your impression, taking a group of unions in which this discord-

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ance of opinion exists, that the majority of the guardians would be likely to agree to contribute a share of the expenses of building, and of maintaining the children, after district schools were founded?—I think they would, if the Government would contribute to the expense of the building; I do not think they would otherwise.

2560. By "contribute," do you mean pay the whole cost, or a portion of it?—A portion of it.

2561. With reference to the cost of such establishments, the distinction you have drawn between contract schools and district schools, and the suggestion you have made as to putting the chaplain at the head of the establishment, you can probably state correctly what number of officers and what amount of salaries you conceive to be necessary for the efficient working of these schools?—The schoolmasters are always paid in proportion to their qualifications, by the Government, and therefore these district schools will have nothing to do with paying the schoolmasters.

2562. Is the whole of their salary paid by Government?—Yes; the Board of Guardians maintain them and lodge them, but their salary is all paid by Government; and of course it would be so in future.

2563. Is the management of these schools vested, subject to the order of the Poor-law Commissioners, in district boards?—Yes.

2564. Has it been found in practice that any serious inconveniences have arisen from the different views of the guardians coming from different unions?—At present, in the two large district schools near London, there has been no difficulty whatever found; they have agreed pretty well in maintaining and keeping up the district schools.

2565. Is it not your opinion that, with a view of carrying out the system generally, there ought to be a power of overruling the wishes of parents, and of sending children to the schools against the wishes of the parents?—I think that is essential.

2566. Would it not be necessary to make an exception from that practice in cases where the parents were of a different religious persuasion from the chaplain at the head of the establishment?—No, I do not think so; because, in those cases, there is sufficient guard in the Act of Parliament against their faith being interfered with.

2567. Do you not think that the fact of a chaplain being at the head of the establishment would not create jealousy?—At Manchester the chaplain is at the head of the establishment; there is a large number of Roman-catholics in Manchester, and there are a great number of Roman-catholic children in the schools. There is no difficulty with Roman-catholic children; the priest comes once or twice a week, and instructs the children in their religion; they go aside whenever the chaplain instructs the Protestant children.

2568. Is it your impression that, generally, no jealousy would exist?—None whatever; the fact is, that the greater portion of the children who come into the district schools have no religion at all when they enter.

2569. Is it your opinion that no demand would be made for further contribution from Government to the expense of establishing these institutions, beyond the payment of salaries which is now authorised?—I do not think the Boards of Guardians could fairly ask for anything more than contribution from Government towards the erection of the building, and the payment of the schoolmasters' salaries.

2570. Would you recommend that contributions should be made in the way of a loan to the extent of the whole cost of the building and the site, to be repaid on favourable terms; or would you allow a portion of the money to be raised from private sources, and a portion to be raised as a grant?—I think the best plan would be, to raise a proportion from the parishes, and a certain proportion (a third, or one-half) from the Government.

2571. Would the portion to be contributed by the parishes be raised under the present system; that is to say, that the district board should obtain a loan to be charged on the union?—Certainly.

2572. With reference to the class of children who remain but a short time, and whose parents leave the workhouse, has any practical inconvenience been found in the working of the schools under your superintendence?—No.

2573. Has that been owing to the judicious exercise of their powers by the Board of Guardians, with respect to children who are likely to remain temporarily?—

rily?—I think they generally send them there. There is a constant intercourse every week kept up between the schools and the various workhouses in London; and whenever it is known in a workhouse that a child will be wanted, by its parents going out, it is sent for.

2574. Have not parents a right to go out on giving three hours' notice?—Yes; if they want their children to go with them (and they are obliged to take them), they give notice, and their children are sent to them.

2575. Is there not a class of parents admitted who wish to desert their children?—Yes, and they do desert their children.

2576. Does not this system afford facility for that to be done?—I can only say that, practically, I have not experienced it.

2577. Sir *J. Pakington.*] You have expressed yourself as being favourable to district schools?—Yes.

2578. What do you think should be the area of a district?—That must depend very much upon the facilities of getting to the district school, and whether there are, for instance, railroads, or whether the district is extremely populous or not.

2579. Contemplating the country districts, which constitute the majority of our poor-law unions, how many unions would you recommend to be thrown into one district?—The size and population of unions are so very various, that I could hardly give a decided answer to that question; but I should say that within a radius of about 12 miles it might be done; and perhaps, where the railroads were convenient, a greater radius.

2580. A radius of 12 miles, in very many cases, would not take in much more than that union?—A radius of 12 miles would be a diameter of 24 miles. With respect to district schools in the neighbourhood of large towns, a very much less radius than 12 miles would suffice; for instance, in London we never go to anything like even half that radius; and with respect to large towns in thickly populated districts 12 miles would be enough; but in many parts of the country, where the population is thin, I am aware that 12 miles would not contain more than one union; in many parts of Kent and Sussex 12 miles would be sufficient.

2581. With a view of forming a general estimate, would it be necessary to adopt some rule with regard to the area to be embraced in a district?—Yes, the rule of convenience. I would not restrict it by Act of Parliament. The facilities of intercourse, between one part of a district and another, vary very much.

2582. In the event of a large area in country districts being adopted, are you of opinion that the system of district schools might lead to inconvenience in the working and administering of the poor law?—I am not aware that any inconvenience has been hitherto felt, so far as experience has been had on the subject.

2583. Is not experience on the subject at present very limited, and confined chiefly to London and populous districts?—There are one or two district schools in country parts; there is one at Quatt, another at Farnham, and another at Reading.

2584. Does the Quatt district consist of four unions?—Yes.

2585. What is the radius of that district?—I do not know; that is not a district visited by myself.

2586. Do you know the area of the Farnham district?—No; that is not a district visited by myself.

2587. In all workhouses are not a considerable proportion of the children bastard children?—Yes; and there are as many orphans.

2588. With regard to bastard children, would it not be very essential to the working of the law that they should go in and out of the workhouse, or in and out of the power of the Board of Guardians, with their mothers?—Yes.

2589. How do you propose to deal with such cases in rural districts; would you keep a bastard child coming into a workhouse with its mother, or would you send the child to the district school?—The guardians would know probably in each case whether there was any probability of the mother residing long in the workhouse; and if there was, they would certainly send it to the district schools. If she only came in for a few days, they would keep it in the workhouse.

2590. Is it not notorious, that that class of women are in the habit of going in and out of workhouses at their own convenience, and that it is impossible, when they come in, to say how long they will stay?—I believe the number of women with bastard children in workhouses has very much diminished of late years, and that they are few compared with what they used to be.

2591. Contemplating that class of children, and also the children of other parents coming in with their parents, do you consider that, in the event of the adoption of a district school in any district, it would be necessary still to keep up a system of instruction in the workhouse?—It certainly would not be necessary in many of the London workhouses. It is not necessary in the workhouse of my own parish, Chelsea, where there are no children in the workhouse; they are sent off to the district school the instant they come in; nor have we felt any inconvenience similar to that which has been referred to, of getting back the children when the parents want to get out.

2592. Do you think that country districts, which of course will contain a much larger area, would not be subject to the inconvenience which has been adverted to?—The convenience and advantage of a district school are so very great, that although that inconvenience might exist, yet I would risk it rather than forego the advantages of a district school.

2593. Do you see any inconvenience in a provision that the guardians shall have power to detain the parents of such children beyond the time now allowed, three months, where it is necessary in order to obtain the attendance of children at school?—No; I see no inconvenience in such a regulation.

2594. Mr. *Adderley.*] Do you see any objection to a power to detain the children under those circumstances?—No.

2595. Sir *J. Pakington.*] Then would you exonerate the mother from the responsibility of maintaining the child?—No.

2596. According to the answer you have just given, you would allow the mother to go, and detain the child?—The question was, whether I would detain the mother beyond a certain time until the child could be got.

2597. The question was, whether you would not, in some cases, give a power to retain the child?—I would not at all object to their having that power; but if they chose to exercise it, it would be at the guardians' expense. They might do that according to the present law. I should certainly object to any plan for exonerating the mother of a bastard child from the responsibility of maintaining it.

2598. To whatever extent the power was exercised, would it be *pro tanto* an exoneration of the mother from responsibility?—Certainly; and that is done very often under the present system.

2599. Mr. *Adderley.*] Having given the average net cost of the maintenance of children, can you give the general cost, together with the earnings on an average made by the children in the North Surrey School?—The accounts have not been yet made out; but the value of each child's labour on the farm is estimated to be 4 *d.* per day, or 1 *s.* per week for each child employed on the land, their employment being for three days each week. The school was supplied with milk from the cows kept on the land to the value of 342 *l.* 2 *s.* 2½ *d.*, and butter to the amount of 42 *l.* 12 *s.* 10 *d.*, for the past year; 123 pigs were kept on the waste of the house, and sold as porkers for almost exactly double what was paid for purchasing them; vegetables to the amount of 76 *l.* 13 *s.* 10 *d.* were also supplied to the house, though the potatoes entirely failed.

2600. Mr. *J. Ball.*] Can you state whether, under the existing system, the proceeds of work done by inmates goes in reduction of the establishment charges?—I am not quite certain. The accounts do not come under my supervision; they are entirely under the Poor-law Board, with which I am not connected.

2601. You were formerly connected with the Poor-law Board?—Yes; but there were no district schools founded at that time.

2602. Mr. *Adderley.*] Supposing that children are detained in the way which has been suggested, do not you suppose that, in such cases (which are by the supposition mostly fraudulent), the parents might have the cost of such children inflicted on them?—Yes; I think it would be very useful.

2603. Mr. *J. Ball.*] You stated, with reference to the district under your superintendence, your general impression that no difficulty arises at present where a chaplain is placed at the head of the establishment?—No difficulty has arisen.

2604. At the same time, do you regard it as an extremely important thing, in the management of this class of destitute persons, that religious impressions should, as far as possible, be developed?—Very important indeed.

2605. Will not those impressions naturally be most effectually developed where the teacher, or the head of the establishment, is, by the rules under which he acts,

acts, enabled to combine religious views with his ordinary powers of control?—Yes.

2606. Does it appear to you that in parts of England where there is much diversity of religious opinion, it would be desirable to extend the power of sending children beyond the district which includes the particular unions, in such a way as to have establishments exclusively, or almost exclusively, of any religious persuasion?—I think that in some parts of England that might be desirable; if in any part of England, for instance, there were a great number of Roman-catholics, it might be desirable to have a Roman-catholic school.

2607. With a power to the guardians of unions in a large district to send beyond the limits which would be formed into the ordinary district school?—Certainly.

2608. Would you extend that, not only to Roman-catholics, but to other persuasions where religious feeling appeared to demand it?—I do not think that other persuasions would be anywhere sufficiently numerous to require a school; and, besides, they do not differ enough from the Church of England to make it important that the children should be brought up in a different way.

2609. Mr. *T. Egerton.*] Is there any district in England where a greater number of Roman-catholics are collected than Manchester, Salford, and that neighbourhood?—No, I should think not.

2610. You have stated that no difficulty arises there from the admission of the children?—None; the priest visits them frequently.

2611. Mr. *J. Ball.*] Independent of the fact of whether any difficulty arises, do you conceive that positive advantages may arise from the head of the establishment being a religious person?—Certainly.

2612. And not debarred, by the regulations under which he acts, from speaking upon religious topics to the children under his control?—No; we have met with considerable difficulty very often, from the head of the establishment not being of the rank of a clergyman, and being in the rank of a workhouse schoolmaster. The consequence is, that the schoolmaster who is under him, being a well-educated person, finds himself inconveniently placed, having to submit to a superintendent who is worse educated than himself, and quarrels frequently occurred; this inconvenience could not happen if the head were a clergyman.

2613. *Chairman.*] Have you paid attention to the subject of criminal children?—In some degree. I have visited some of the schools on the Continent and in England, and have undertaken the reformation of criminal children.

2614. What institutions have you visited?—I have visited the institutions at Hamburgh, at Berlin, in Switzerland, at Red Hill, and also Parkhurst.

2615. Have you visited the institution at Mettray?—I have never been at Mettray.

2616. Will you favour the Committee with any suggestions for improvements in the treatment of criminal children?—I think it would be very useful to found schools exactly like the North Surrey School for vagrant or criminal children, to about 11 years age. I think, if their age did not exceed 11 years, there would be a possibility of reforming them thoroughly in a school similar in every way to the North Surrey School. The fact is, that in the North Surrey School we have a great many criminal and vagrant children, and there is no difficulty in reforming them after a time. If, however, you have criminal children above the age, I would say, of 11, I think you must have a different description of school for them; you must then have a school something more on the plan of that at Hamburgh or Mettray, of which the chief distinction seems to be that they are cut into small divisions, and have a greater number of superintendents. If, however, the children were young, it would not be necessary to go to that expense of superintendents which would be necessary if they were older; and there would be this advantage, that if you could catch them while they are young, you would prevent their becoming older criminals, and nip criminality in the bud at the smallest possible expense. As I have said, the expense of maintaining children in large schools like our district pauper schools, ought not to exceed 4 *s.* or 5 *s.* or 6 *s.* per week; but in such schools as are formed at Mettray, Red Hill, or Hamburgh, the expense would much exceed that sum. The expense of the school at Hamburgh is not more than the expense of the North Surrey School; but if the system which is adopted at Hamburgh were introduced into this country, it would be very much more expensive.

2617. Mr. *M. Milnes.*] Do you wish to state anything with respect to any

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other establishment?—I think there ought to be these two descriptions of schools; one very similar to the North Surrey District School for young criminal children, and the other for older criminal children, more like the establishment at Red Hill or at Mettray. The reason I would have those two establishments is, that the first I mentioned, viz. similar to the district school, may be maintained at a comparatively trifling expense to the expense which it would be necessary to incur if you had the same number of superintendents which are necessary when you are endeavouring to reform older children. The expense at Red Hill is not much under 30*l.* per annum per head. The expense at the North Surrey School of 4*s.* 6*d.* per week is under 12*l.* per head per annum.

2618. Mr. *Miles.*] Have you taken a good deal of interest in the Kneller Hall Training School?—Yes.

2619. For what class of masters was that school originally instituted?—To bring up masters for workhouses and prisons.

2620. Do you conceive that the present system of education there is satisfactory?—I believe it is extremely well managed.

2621. Do you conceive that the labour part of the system is efficient?—Yes. There is a very large quantity of land, which is cultivated by the youths under instruction.

2622. Supposing that criminal reformatory schools were to be instituted generally through the country, do you think the class of masters brought up there would be very proper persons to put over the criminal children so educated?—No, I do not think they would, because I am decidedly of opinion that the heads of schools of that sort ought to be clergymen.

2623. Supposing these were large schools, to save expense, and that they were classified in houses, do you think they would be proper persons as superintendents of such houses?—Yes; I think they would do very well in that case.

2624. Do not you think their education is a good deal directed to that particular point?—It is directed to the point of fitting them for workhouses and prisons.

2625. By the last Report of the Inspector of Schools, it appears that the young men, when they fail to perform any particular duty, are sent as a punishment into the field to labour for the whole day. Do you think that is a proper provision?—That is a part of the internal arrangement with which I have nothing whatever to do. I do not know the reasons in favour of it. It is not a sort of punishment which I should have proposed myself.

2626. Do not you conceive, that instead of producing in young men who are being trained up as masters for industrial schools a distaste for labour, you ought as much as possible to give them a taste for it?—Yes.

2627. Direct you attention, again, rather to the children in workhouses; have you seen a return lately of the children in workhouses?—I believe one was presented a few days ago to Parliament.

2628. Under that return the children are all classified; do not you think, looking to the classification of those children, that some of them may be taken as children of the State?—Certainly.

2629. Will you state which class you would put under that denomination?—Children whose parents have been transported or imprisoned. I doubt whether it would not be desirable, in every one of these cases, to make the parish responsible for the maintenance of the children; because it would have a tendency to make them look after the children more than if the State took them.

2630. At the present time, is not the education that these children get in the union workhouses most unsatisfactory?—In many cases; it is not sufficiently industrial very often.

2631. If you will look at that Return you will find a column headed, "Children fit for Employment;" will you look to the number of orphans, and the number of males and females, and state whether you think the education provided for them is such as to enable them to get into service or trade?—Whenever there are children in any workhouse school above the age of 14 or 15, the education in that workhouse school is bad; there is a fault either in their industrial education or in their moral education.

2632. Is it not the fact that girls are very often turned out vicious and bad, after having possibly spent the whole of their first years in a workhouse, immediately they emancipate themselves from that workhouse?—It very often happens so.

2633. Do not you attribute this, in a great measure, to the fact that the extremely deficient education they have received scarcely fits them even for farmers' servants?—I do attribute it to that cause; and, in addition, to contamination from the adult women who are in the workhouses with them. *E. C. Tufnell*, Esq. 15 March 1853.

2634. Do not you think that is a state of things which ought to be remedied as early as possible?—Certainly. I should observe that, in some workhouses I know, that at the present time the state of things is most disastrous with respect to the way in which the children are brought up. In one workhouse which I lately happened to make some inquiry into, out of 38 children who had been got out of the workhouse within a certain period, 19 had been either imprisoned or transported, 13 were paupers, and only seven were doing pretty well.

2635. Then if it is found that, in the year ending 25th March 1852, taking boys and girls together, there were of orphans, who may be called particularly the children of the State, having no protector whatever, no less than 12,370 in workhouses, of whom 1,183 boys and 938 girls were capable of entering into service, do not you think this is a state of things which ought to be remedied as early as possible?—Yes.

2636. Have you turned your mind at all to the mode, except by the formation of district schools, in which this can be remedied?—I have stated before, that there are some workhouses in which the evil to which you have alluded does not exist, and in which it is shown that a possibility of remedying that evil exists; but, as a general rule, I believe it is extremely difficult, in ordinary workhouses where adults are admitted, so to bring up the children as to take a proper safeguard against their being paupers or criminals in after life. I have no doubt that in every workhouse where you find children ready for service and not in service, either the industrial or the moral education is at fault. There is no difficulty in so training children, as to make it next to certainty that they shall never be paupers or criminals in after life, if you only get them early enough. All experience of pauper education seems to show that.

2637. Although there are means, as long as the present system continues are not those means very deficient?—Yes; and I think we have sufficient experience of what means would be sufficient.

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2638. *Chairman.*] HAVE you paid special attention to the subject of legislation with respect to criminal children, and their treatment in this and other countries?—My attention has been directed to the subject for a considerable period; I have been in the habit of visiting prisons and reformatory establishments, both at home and abroad; and I have long had a very serious impression of the painful position in which this country is placed, in comparison with other countries, as being the only one where, by legislation and by custom, no difference is made between the faults of the child and the crimes of the adult, and where children are habitually treated in the same way as adult criminals, with dangerous, and in some cases, fatal effects to themselves, and at a great cost to the State. I may add that, as regards legislation on this matter, I believe this is the only country in Europe in which the principle of the old Roman law, that a child during infancy, that is to say, up to the age of 10 ½ years, is to be regarded as not responsible for its actions, and afterwards from 10 ½ to 14 years is only *doli capax* when the magistrate or the judge rules that he is so, has not prevailed; and the consequence has been that, children being treated in the same way as adults, our prisons are filled in a manner totally different from that which my observations have led me to observe is the case with regard to prisons in other countries. *R. M. Milnes*, Esq. M. P.

2639. Can you state what especially directed your attention to this subject originally?—The circumstance which I have alluded to, namely, the presence of so large a body of children in prisons which I had observed, first as a visitor, and afterwards as a magistrate, impressed me very strongly with the necessity of a change of the law on this matter. When I began to examine the children themselves as to the cause of their imprisonment, and when I found almost universally that the re-committals were of such terrible frequency as at once to imply that a child, although not reformed to any virtuous habits, had nevertheless been educated in crime, I determined, as far as it was in my power, to bring the case before the public, and remedy this evil.

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2640. Are you connected with the Philanthropic Society?—When the subject first attracted my attention, I naturally turned my attention to ascertaining what institutions there were in this country which could give any assistance in this matter. I soon discovered the existence of the Philanthropic Society, which had existed, I believe, since the year 1808, in great inactivity, and had risen of late years to some proportion of public utility under the care of Mr. Sydney Turner. I found that his views on this matter agreed with my own, and having become a member of the committee of that association, I found all my previous impressions corroborated by what I there observed. I was a party to the removal of that establishment from London to its present position at Red Hill, where, I believe, it is working most usefully and beneficially for these objects.

2641. Can you inform the Committee how far public attention has been drawn to this subject, in either House of Parliament, within the last few years?—The most prominent form, in which I think the matter was first drawn to public attention, was in a Committee of the House of Lords, in the year 1847. That Committee was composed of the Lord Chancellor, Lord Brougham, Lord Denman, Lord Campbell, and other great legal authorities; the Duke of Richmond, Lord Chichester, Lord Lansdowne, and other laymen who were interested in these matters. They reported amongst other matters, "The question of punishment of juvenile offenders is a further and distinct one, besides that of the jurisdiction and power of conviction in their case. Very important evidence has been given in favour of dealing with such offenders, at least on first conviction, by means of reformatory asylums, on the principle of Parkhurst Prison, rather than by ordinary imprisonment; the punishment in such asylums being hardly more than what is implied in confinement and restraint, and reformation and industrial training being the main features of the process. Without going beyond the principle which should be followed on this question, the Committee are disposed to recommend the adoption, by way of trial, of the reformatory asylums as above described, combined with a moderate use of corporal punishment. The Committee also recommend the trial of a suggestion made by witnesses who have given much attention to this subject, that, wherever it is possible, part of the cost attending the conviction and punishment of juvenile offenders should be legally chargeable upon their parents." In the year 1847, the magistrates and town council of Liverpool addressed to the Government a most stringent request on this subject. They stated, that the present state of juvenile offenders was so destructive to the good of the country, and so enormously expensive as regarded local charges, that they implored her Majesty's Government to interfere, and to establish some more economical and efficient system. Frequent applications of a similar nature were made to the Government; and, in the year 1850, a memorial was presented to Sir George Grey, who was then the Secretary for the Home Department, signed by fifty of the chaplains of the principal gaols in this country, imploring Her Majesty's Government no longer to neglect the recommendations of this Report of the Committee of the House of Lords of 1847. In that memorial they stated, "Your memorialists beg permission to direct special attention to the evidence by that Committee of Baron Alderson, Mr. Justice Coltman, Lord Medwyn, Rev. Whitworth Russell, Colonel Jebb, Charles Pearson, Esq., M. P., Chief Baron Pigott, Chief Justice Wilde, Mr. Justice Burton, Mr. Rushton (stipendiary magistrate of Liverpool), and others. Being convinced that a considerable proportion of the crime now committed might be prevented by the establishment of industrial schools, and giving them powers of detention by a large and effective system for their instruction, and by the Government providing for the older and more advanced boys fair means of settlement and fair prospects of employment either at home or in the colonies, your memorialists are fully persuaded (to use the words of Baron Alderson, 'That such a judicious plan for the reform of juvenile offenders would be the most economical, as well as the most merciful arrangement which could be made; that the expenses now incurred by their repeated re-committals and trials greatly exceed the probable cost of an attempt at an actual reformation; and that to cure this class of offenders would be to cut off one most prolific source of adult crime.'" It was very much in consequence of this memorial, and the opinion which I had long entertained as to the absolute necessity of some legal change on this question, that I brought into the House of Commons, in the beginning of the Session of 1850, a Bill for "The Correction and Reformation of Juvenile Offenders, and the Prevention of Juvenile Offences."

2642. What was the substance of that Bill?—The Bill, which was drawn by myself and Mr. Headlam, the Member for Newcastle, aimed at the points which have been so long and so frequently before this Committee. The Bill took the age of 14 as the age which I thought it was upon the whole better to take for determining juvenile offenders than that of 16, at which the French law enables the magistrates to decide that a child acts *sans discernement.* I proposed, with respect to a first offence, "That if any child under 14 years of age be charged before two or more justices of the peace, or one police magistrate, with any offence under the vagrant laws, or with any offence which now is, or hereafter shall be by law deemed or declared to be simple larceny, or punishable as simple larceny, or with any offence now punishable on summary conviction, it shall be lawful for the said justices or police magistrate, upon the due conviction of such child, if a male, to order him to be once privately whipped, under the superintendence of such constable, police officer, or other person, as the said justices or magistrate shall appoint, in the most convenient police station, lock-up, or prison, and to be forthwith discharged; and if such child be a female, to reprimand her and order her to be discharged." I did not consider that the habits of the country would permit corporal punishment to be applied to a female child; I dislike very much the application of corporal punishment; I nevertheless thought this was the easiest way of getting over the ordinary case of a child brought up for pilfering; and experience of the great diminution of crime in Edinburgh since the practice of summarily punishing a child has been adopted inclines me to think that it would be desirable to adopt it in this country. I also proposed, "That any parent of any child under 14 years of age, who shall, by his or her neglect, ill treatment, evil example, or direct instigation, have led such child into the commission of any offence whatsoever against the law, shall be guilty of a misdemeanor; and it shall be lawful for any two justices of the peace, or any police magistrate, before whom a parent shall be charged and duly convicted of such misdemeanor, to sentence him or her to the payment of a fine of not less than 5*s.*, and not exceeding 5*l.*, and to require, if it shall appear expedient, such parent to give security in the amount of not less than 2*l.* and not more than 10*l.*, for the better behaviour of such child for the next 12 months, the said amount to be forfeited and paid if the child be convicted of any offence against the laws within the said period of twelve months." In these points I followed the recommendations of Mr. Davenport Hill, and Mr. Rushton, stipendiary magistrate of Liverpool. The whole question as to the responsibility of parents has been so fully discussed before this Committee, and the evidence which has been given by most competent witnesses is so unanimous upon the subject, that I will not detain the Committee any longer upon that point. I will merely state, with regard to the question of a fine being imposed on the parent, that the principle has already been fully adopted in the Bill of Sir John Pakington, the child being there made liable to a fine. A child, I believe, almost universally may be said to possess no property whatever; and, therefore, any penalty which is imposed on the child is really imposed on the parent; and I suppose that by the operation of that Act, the parent may be punishable for it. I also proposed, "That any adult person who shall by direct instigation have caused or induced any child under 14 years of age to commit any offence against the laws, shall be guilty of a misdemeanor; and it shall be lawful for any two justices of the peace, or any police magistrate before whom an adult person shall be charged and duly convicted of such misdemeanor, to sentence such adult person to the payment of a fine of not less than 5*s.* and not exceeding 5*l.*: provided always, that nothing herein contained shall exempt any person from any punishment to which he or she might be liable for aiding and abetting in the commission of any crime." I was led to introduce that provision, because there is no doubt that cases are continually occurring where the child comes under the immediate instigation of some person or other, who yet perhaps could not be legally found guilty of aiding or abetting in the commission of that crime; and this would especially apply to the case of a child having been induced to commit a misdemeanor by the parent. I proposed to give a power of distress for the fine, and, in case of nonpayment, imprisonment, with or without hard labour, for any term not exceeding one calendar month. In proposing to deal in this way with the first offence of children, I followed the best advice I could get from the police magistrates of this metropolis, and from other persons most competent from their experience to give advice in the matter. The Bill then proposed to enable jus-

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tices of the peace of any county, either by themselves or in union with the justices of any other county, to establish industrial schools. The cost of those schools, beyond the sum which could be extracted from the parents of the criminal children, was to be paid in the form of an ordinary county rate. I proposed that, upon a second conviction of the same character, a child should be transferred to one of these industrial schools. It has been a matter so much before this Committee, whether it would be necessary or advisable to inflict any previous punishment upon the child, which it might be supposed would bring more strongly before it the offence for which it was committed, that I was induced to propose, that in case of a second offence a child should be sent "for any term not exceeding 10 weeks, to any one of Her Majesty's gaols where provisions are in full force for the complete separate confinement of prisoners, or to confinement for the like term, separate from all adult prisoners, in any one of Her Majesty's gaols where the system of complete separate confinement is not in force, with or without, in the case of a male child, such punishment by whipping as is hereinbefore directed upon the first conviction." On that matter, I own, I rather followed the advice of other persons than my own opinion; but I was desirous that no notion should get abroad among the people, that there was any desire to treat these offences in children in any way unbecoming or derogatory to the strong sense of law, and the value of adhering to the law, which is so important a characteristic of the English people. Following the advice of Mr. Davenport Hill, I proposed, "That whensoever any child shall be sentenced to be detained in an industrial school, the parish which would be liable to maintain such child if he were destitute, or had become chargeable under the Acts for the relief of the poor, shall be liable to contribute a sum of not more than 5 *s.* a week towards the maintenance of such child during the period of his detention;" and also, "that the parents of any child sentenced under this Act to be detained in an industrial school, or either of them, shall be liable to pay to any parish or union any sum which such parish or union shall be called upon to pay in respect of such child, under the provisions hereinbefore contained." I proposed to give a power of distress and a power of attachment of wages. It was the opinion of Mr. Davenport Hill, that the object of forcing the parent to pay for the expense of the child, would be best brought about by these means, rather than by making a direct charge upon the parent himself. On that matter, of course, I could only follow the advice of other persons more experienced than myself. I proposed to give a power to the justices to discharge a child from an industrial school, at the expiration of 12 months, if the conduct of such child had been satisfactory to the visiting justices, and if it should be made to appear to the visiting justices that any parent or friend of the child was willing and able to afford him or her proper protection, employment, and due separation from any dangerous companions such child might formerly have associated with. In the case of children without parents or friends, I proposed to enact, "That after the expiration of two years from the admission of any child into an industrial school of reform, if such child shall have no parent or friend to whom, under the provision lastly herein contained, the visiting justices can with safety to such child deliver him or her up, then it shall be lawful for the visiting justices of the said school to provide for such child in the manner that may seem to them most suitable for its welfare in life, either by keeping him him or her in the said industrial school of reform, or by employing such child, if a male, as a soldier or a sailor in Her Majesty's service, or as a workman in public works, or by apprenticing him to any artificer or tradesman, either in this country or any part of Her Majesty's dominions, until such child shall have attained the age of 18 years; or if such child be a female, employing her as a servant or apprentice in this country, or in any part of Her Majesty's dominions, in such manner in the case of a male or female child as the visiting justices shall direct, and as shall be consistent with any general regulations laid down on the subject by Her Majesty's Secretary of State for the Home Department." In case of inveterate criminality, such as would be evidenced by a third conviction, I proposed that the course of the law should be very much what it is now, namely, that the child should be committed to prison for any term not exceeding seven years, so as to bring him or her under the Act, intituled, "An Act for Establishing a Prison for Young Offenders."

2643. The Parkhurst Act?—Yes. The Committee will see that this Bill, in point of fact, embodied the chief recommendations which have already been made

made to the Committee on this matter. The two points which I should urge most strongly on the Committee are, first, that children should be committed to prison as rarely as possible; and, secondly, that the parents should be made, as far as possible, to contribute to the expense of the child in prison; and that thus we should get rid of that anomaly by which the parents are enabled to relieve themselves of the charge of their children just in proportion to the crimes which they have induced them to commit.

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2644. Do you entertain the same views on all those points which are embodied in that Bill?—With very little alteration. I think it would be only fair and just to demand that the State should contribute, in a certain proportion, to these reformatory schools. I would say that half the cost should be paid out of the Consolidated Fund, and half out of the county rate. I think it would be conformable to the just demands of the localities; and I believe that the country generally, and the localities, would find they had made a very economical arrangement.

2645. Has your attention been drawn to the objection, that such a system of treatment as you recommend might possibly operate as a premium on crime?—I have always felt that was the great argument, and the difficult one, to get over in this country; and that unless we were determined fully to confront it, there was no use in proceeding any further in this matter. For my own part, I have been convinced that the whole of that argument proceeds upon a false calculation of the mental processes which take place in the mind of the poor with regard to their children. I believe that the poor are, for the most part, anxious for the well-being of their offspring; but that that desire may be said to be confined to those who themselves have not fallen into criminal habits, and who are therefore desirous that their children should not fall into such habits; but I believe, also, that in the cases which have been so frequently brought before this Committee, of encouragement to crime being given by the parents of criminal children, the parents themselves were utterly careless of the educational well-being of their children. I do not believe that a parent can be anxious to provide for his child by giving him a good education, and at the same time willing to let him fall into crime; I do not believe that those two motives of action can co-exist in the mind of any individual whatever. A virtuous parent would never think of encouraging his child in crime, for the purpose of getting it into one of these establishments; and the criminal parent can already get rid of all the responsibility of his child by getting the child into prison, as may be seen by the cases of frequent re-committal. Nothing is so easy as for a parent, if he chooses, by inducing his child to enter on a criminal course, in point of fact, to get rid of the cost of his maintenance altogether.

2646. Are you aware of any circumstances which render the present a peculiarly favourable time for legislating upon this subject?—I think that the strange apathy which has existed upon this subject has, to a certain degree, now begun to give way. From what I hear of other establishments, similar to Red Hill, which are proposed to be established in other parts of the country, and from the interest that is taken at the General Congress at Birmingham, on this subject, I hope that the mind of the public is really awakening to its importance. The long apathy on this subject has been, to me, almost unintelligible; and I can attribute it to nothing, except that the evils of the present system do not prominently come under the observation of the magistrates in general. The question is, in point of fact, a town question; and the country, comparatively, has very little to do with it. The mass of criminal children are bred up in towns, and it is rather a matter of police than a matter of general justice; therefore that intelligent and philanthropic class of men who, I think, compose the greater part of our magistrates, have not had this subject brought generally before them. The police magistrates have done all they can on this matter; and in Liverpool, and other great towns, they have pressed the matter upon the Legislature, and upon political personages in general, but hitherto in vain. I should hope that this Committee, and other signs to which I have alluded, will induce the public mind to embrace this very great question, and lead at length to something like a favourable termination. The Bill which I introduced was withdrawn on the second reading, not from any conviction on the part of its promoters, that the arrangements it proposed were in any degree either impracticable or extravagant; nor was any Bill proposed to be substituted for it by the Government which then existed, nor has any Bill on the same subject been proposed by the

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Government which has followed. The question hitherto has been left entirely in the hands of individuals; no Government has thought it worth while to take it up; and therefore I think it is doubly incumbent on individuals who are interested in this matter to urge it upon the Government, because it is my experience that, in matters of this kind, without the assent and co-operation of the Government of the time being, it is impossible to produce any advantageous result.

2647. Are there any further suggestions you wish to make?—I do not know that I have anything more to say, except that I should be very glad to answer any question, or to give any explanation respecting this Bill, the main provisions of which, I believe, must form part of any legislation on this subject, and which I wish to give in, to be printed in the Appendix, as part, I may say, of the history of the progress of this question in this country.

2648. Mr. *J. Ball.*] Different opinions have been expressed, with reference to reformatory schools being under local or under Government management; have you applied your mind to that subject?—The whole question of the management of these schools is, to a certain degree, obscure; because the class of masters to whom we must look to superintend these industrial schools has yet almost to be called into being. I see very great objections to allowing the matter to be entirely under central and Government superintendence; but, at the same time, I think that any industrial school of this kind, even if established by private benevolence, ought, nevertheless, to be under the fullest Government inspection. I think that if establishments of this kind were very generally formed throughout the country, then local influences might be brought to bear more beneficially than they would be, supposing that one, two, or three establishments of the kind were determined on. If it were determined to have only two or three of these establishments, I am afraid we must rely more upon Government aid; but if we could get them generally established as supplementary to the prisons throughout the kingdom, I think that the local superintendence might be most efficiently brought into play.

2649. Do you adhere to the proviso making such establishments permissive, and not compulsory?—I am rather inclined, at the present moment, to doubt the possibility of attaining any great end by making them permissive. At the time I proposed to bring in this Bill, several persons who were experienced in this matter said to me, "It is all very well if you carry it; you must let it be permissive; it will go on for a few years; you will find very little done, and you will be obliged to make it obligatory." This, in point of fact, has been the course of legislation with regard to lunatic asylums; and the very great apathy which was shown upon the introduction of this Bill, and with regard to this question generally throughout the country, with very few exceptions, induces me to believe that any measure to be really effective, must be compulsory.

Francis Sandford, Esq., called in; and Examined.

Sandford, Esq.

2650. Mr. *Adderley.*] YOU are Senior Examiner in the Educational Department of the Privy Council?—Yes.

2651. Have you lately visited the Institution of Rauhe Haus, near Hamburgh?—Yes, on the 10th August last; and I have lately communicated with one of the leading members of the committee of the establishment.

2652. Has there been any recent addition to that establishment?—Yes; a *Pensionat* has been established to serve as a reformatory school for children of a rather better class of society than those who are admitted into the ordinary part of the institution.

2653. At what time was this addition made?—It was opened, I think, on the 10th April 1852.

2654. Can you state what led to that addition being made?—Dr. Wichern, the head of the Rauhe Haus, received numerous applications from families, some of whom were of high rank in Germany, to admit their children to the same kind of moral training that he had adopted in the reformatory establishment for juvenile criminals of the lower classes.

2655. Have these children been guilty of any offence?—I did not, on my visit, like to examine very particularly into each individual case. In some cases, from what I understood to be the social position of the persons resident there, it was a matter of delicacy my doing so; but I believe they had either been sent

away

away from school for crimes, or had shown criminal tendencies which could not be overcome by the ordinary course of education. *F. Sandford, Es*

2656. What is, the number of such pupils there now?—Twelve; their ages varying from 14 to 17. 15 March 1853

2657. On what plan is the cost of their maintenance paid?—This part of the institution is, I believe, nearly self-supporting. These youths pay from 30*l.* to 45*l.* a year.

2658. Is that supposed to cover all their expenses?—Yes; with the exception that their tuition is provided for partly by the brothers, who take part in the conduct of the rest of the establishment.

2659. Does not the sum you have mentioned also cover their shares in the expenses of those brothers?—I believe it does.

2660. Are they better fed and better kept than the other pupils of the establishment?—They live in a superior department of the institution from that in which the rest of the boys live. The others inhabit cottages somewhat similar to ordinary village houses. This part of the institution is conducted more like a gentleman's school.

2661. Does the whole of the Rauhe Haus establishment consist of separate dwellings?—Yes, like a village.

2662. These pupils have one separate dwelling to themselves?—Yes.

2663. Is that of a better description than the other dwellings?—Yes.

2664. Will you state how the pupils of the higher class are superintended?—In the same house with the youths lives an officer who is called the inspector candidate. A *candidat*, in Germany, is a young clergyman who has not yet taken orders, but has passed his examination for them; and before he receives a charge, he is obliged by law to pass so much of his time in teaching. Many of this class resort to the Rauhe Haus, and are employed there in training the pupils, and in learning the management of schools. One of them lives in the *Pensionat*, with two brothers under him; so that the pupils are always under the eye, at every period of the day, and also in their dormitories, of one of these teachers.

2665. Is the candidate under the orders of M. Wichern?—Yes.

2666. Are the brothers who attend this department of the same class as the brothers who attend the other department?—I believe so.

2667. By whom are they instructed?—They are instructed partly by Dr. Wichern, partly by some of the other candidates, who are scattered about the hamlet, and partly by the brothers. Every one who has an aptitude for teaching any particular subject is employed in it, and, in his turn, learns from others.

2668. What is the style of their education?—They receive the ordinary education of gentlemen's sons in Germany, with three hours in the afternoon devoted to industrial training, gardening, and gymnastic exercises, under the superintendence of one of the brothers.

2669. Is the industrial training in their case rather for the sake of health and exercise?—Partly so; the same reformatory training, however, that is applied to the others, is, in a smaller proportion, of course, employed in their case.

2670. What is considered to be the relation of this department to the rest of the establishment generally?—It is entirely private and independent from the rest, except that the teaching power is drawn from the same sources as that which is employed in the ordinary department of the institution.

2671. Do you mean that it is separate as to position or as to management?—It is under an entirely separate committee of management; and in position it is some way apart from the rest of the little hamlet; it stands on the outskirts of the property.

2672. How far off?—Within sight.

2673. But it is more detached than either of the other houses are from each other?—Yes.

2674. Do the two classes of pupils ever meet?—At prayers in the morning and evening, and, I believe, at their music lesson; the music lesson is given to the whole establishment together.

2675. At meals, of course, they do not meet?—No; each family feeds by itself.

2676. Is the character of the *Pensionat* known to the rest of the establishment?—I put that question to the gentleman connected with the Rauhe Haus, to whom I referred,

I referred; and his answer was, "I do not think that any pupil in the establishment is led to any reflections on the character of the institution, *ora et labora* being the watchword for their education, no external privation or visible coercion being practised on their behalf. The *Pensionat* is not merely in a financial respect a private establishment, supported as much as possible by the pensions (the scholars pay from 200 Prussian dollars to 300 per annum); it is so by its whole organisation, and distinct from the institution for juvenile offenders, not relying on the charity of the public at large. It is subject to a separate committee, connected with the committee of the 'Brothers' Institution.'" The ordinary pupils of the establishment are not only not habituated to think of themselves as at a reformatory school, but, also, they are not aware that the pupils in the *Pensionat* are sent there to be subject to a similar kind of reformatory treatment with their own.

2677. Are the pupils known by their family names?—No, they are only known by their Christian names; and in some cases, if it is a peculiar one, I believe even that is changed when they enter the institution.

2678. Is this department of too recent establishment to enable you to state the result?—It has scarcely been in existence a year.

2679. Sir *J. Pakington.*] What class of boys are those who come to the superior branch of the Rauhe Haus?—Mr. Bunsen stated in his evidence, I believe, that this part of the institution was established at the request of families, some of whom moved in the highest ranks of society.

2680. Did you ascertain that there were children of noblemen there?—I did not ascertain that there were any such actually residing there. There were several, however, who appeared to be of a superior grade in society to the rest of the pupils.

2681. How do you account for the children of the respectable and higher classes of society being sent to a school of that description?—I believe they are sent to it to be under the personal influence of Dr. Wichern, who has a very high character on the Continent, and has much influence with all the leading educationalists in Prussia.

2682. Do you consider the children are sent there for the sake of what is considered the great advantage of being under that gentleman?—Yes.

2683. And not on account of their having been guilty of any crime or offence?—The parents know that such an establishment is conducted upon an excellent footing for the reformation of children of the lower classes; and having confidence in Dr. Wichern, they think that their own children, who have shown criminal tendencies, will be benefitted by his care; otherwise, I presume, they would send them to the ordinary schools.

2684. Mr. *Adderley.*] Will you state generally your impression of the Rauhe Haus from your inspection of it, as compared with such an institution as Red Hill, in England?—Red Hill is the only large institution in England of the kind I have visited. It struck me that the pupil at the Rauhe Haus must feel himself more as a member of a Christian family than as being sent there with the view of being trained in a reformatory institution. The Rauhe Haus is a kind of hamlet made up of cottages, each inhabited by a family. The Red Hill institution has more the character of one large establishment. From the large number of brothers who are being trained at the Rauhe Haus, there is more individual superintendence than can be exercised in an institution like Red Hill. The same teachers, moreover, who work with the boys in the school at Rauhe Haus work with them also in the fields, and are trained for that purpose, which is not the case at Red Hill.

2685. Does it seem to you that the classes of children in the two institutions are much the same?—They are very much the same, I should say. From the numerous applications that are made to Dr. Wichern at Hamburgh, he selects, purposely, I believe, the very worst for his treatment. I do not know that there would be the same choice of the least promising candidates for entrance to Red Hill.

2686. Is there any difference in point of average length of training in the two schools?—The average length of training, I believe, at the Rauhe Haus is from three to four years; and at Red Hill I presume that a year, or a little more, is the average.

2687. Is there any material difference as to the disposal of the pupils upon their leaving the two schools?—From the Rauhe Haus some of them go home, and

and others to apprenticeship; whereas at Red Hill their destination in general is abroad. A boy returns from the Rauhe Haus to the scene of his former crimes and associations, and more moral and individual training is required to preserve him in the right course when he is turned loose on the world again.

2688. It has been stated before this Committee that the standard of examination for pupil teachers is so high, that such schools generally in England could not obtain Government grants. Is that the case; and, if so, will you suggest any alterations in that respect?—I do not think it is the case. The Committee of Council have sanctioned the employment of pupil teachers in some ragged and industrial schools; and certificated teachers are now employed in others; for instance, at Edinburgh there is one ragged school where there are two certificated teachers, one being a Presbyterian and the other a Roman-catholic, each having a staff of pupil teachers under him.

2689. Do you conceive the standard of examination to be so high as to put the grants out of the reach of average schools, which might be expected to be established as reformatories in the country?—Not the examination of the masters for certificates of merit; but I think it would be a questionable principle whether you should, as a general rule, employ pupil teachers from the class of children found in the reformatory schools themselves. I think you would require much more individual discrimination than is necessary to be exercised in the case of ordinary elementary day schools.

2690. Was Kneller Hall intended as such a training school?—Kneller Hall was intended for the training of masters for workhouse schools, and other schools in connection with Government. Part of the establishment originally intended to be set on foot at Kneller Hall was a model school of industry for the pauper children of some of the London unions; besides which, a model school was to have been erected for criminal children. There would thus have been a training school for students in the building of Kneller Hall itself; while they would have had in these two model schools, detached from each other, a field for practising, and being trained to the management of establishments of a similar character. The requisite amount of intellectual instruction is now duly given at Kneller Hall, but the original arrangement for education in the art of teaching, which would have been provided for by these two model schools, has not been carried out in accordance with the terms of the minutes of the Committee of Council for 1846.

Captain *John Richard Groves*, called in; and Examined.

2691. *Chairman.*] HAVE you been the Governor of Millbank Prison since the year 1843?—Yes.

2692. Are all juvenile prisoners who are sentenced to transportation sent to Millbank Prison in the first instance?—Yes.

2693. Has that been the case ever since 1843?—Yes, with one exception, at the time the cholera prevailed at Millbank, when a few boys were sent direct from the borough and county gaols to Parkhurst.

2694. From Millbank Prison are they drafted to Parkhurst?—Yes, and to the Philanthropic Institution at Red Hill.

2695. What period of time do they stay at Millbank Prison?—A very short period of time at present; formerly there was a distinct class of juveniles at Millbank, consisting of boys from the age of 16 to 18 years, who were too old for Parkhurst; and these remained in Millbank Prison for twelve months before they were transported; they then went out with tickets of leave, in the same manner as the exiles from Pentonville.

2696. How did that system work?—I think the system worked admirably well; they were in a very high state of discipline; they were exceedingly industrious; and according to information I have since received, their conduct was excellent, both on their voyage out, and on their arrival at the colony. The system has now been discontinued about four or five years.

2697. Is there another class for young lads?—There was a class of lads who were too young for Parkhurst, and who remained, necessarily, at Millbank for a considerable time, until they were either pardoned or sent to the Philanthropic.

2698. From the result of your experience, do you approve of the system of separate confinement for very young boys?—Decidedly not.

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2699. To what age would you limit it?—I should not think of subjecting any lad to separate confinement below the age of 16 years.

2700. Do you think it is desirable that young persons under that age should be sent to penal institutions, or do you recommend institutions of a different kind?—I certainly should recommend institutions which had not a penal character, for all children under 14 years of age.

2701. Whatever the offence of which each child might have been guilty, would you send them to one of these reformatory institutions, without any penal treatment?—I am not quite prepared to go that length; I think that a child under 14 years of age may, after a long career of crime, commit an offence of so atrocious a description, that it would be very unwise to deal otherwise with him than according to law; but I conceive that those cases would be very rare.

2702. Can you discriminate at all by any rule, in the first instance, with regard to such cases, so as to say that a certain class of cases should fall within it, and that a certain class of cases should not fall within it?—I should say all offences against the person, all violent assaults and burglaries, where it could be proved that the child was not a mere agent.

2703. In those cases, do you think the child should be subject to penal treatment?—Yes.

2704. How would you deal with offences against property?—With regard to offences against property, I should treat them, up to the age of 14 years, as the French do, considering that they acted *sans discernement.*

2705. Except cases of burglary?—Except cases of burglary and very aggravated offences against the person.

2706. Have you been furnished with a copy of the terms of the reference to this Committee?—I have not been furnished with any memorandum on the subject, but I understood generally what are the objects of the inquiry.

2707. The Committee would be very glad to receive any information on those subjects?—The Committee has been put in possession of so much information upon the subject, that it would be almost presumptuous in me to offer any further suggestions; but in the course of my attendance here, I have remarked that there has been scarcely, in my opinion, sufficient evidence upon the causes that have made children criminal. I have only been present during the last two or three days.

2708. With regard to the treatment of children, does it occur to you to offer any further suggestions, in addition to those which have already been given?—I think if you could establish district schools totally divested of a penal character, to which the children of the lower classes could be sent, and if you could induce the lower classes to send their children to such schools, by endowing them with Government grants, it would prevent children from becoming criminal; and I think, then, you would have to deal with very few criminal children.

2709. Do you mean such schools as ragged schools?—The ragged schools are excellent, as far as they go; but while they provide for the tuition of the children, they do not provide for their industrial training, which I think is most important; in fact, the children do not belong to the establishment; they leave the school when the hours of instruction are over, and go back to their parents, and in many cases to their evil courses; there is no restriction upon them. I conceive that there should be a restriction upon the children of poor people, in the same way that there is a restriction upon children in a higher rank of life.

2710. Are you now contemplating a class of institution which would neither be district pauper schools, nor ragged schools, but some other class?—Clearly so.

2711. Would you have those maintained by the State?—I would have them maintained partially by the State; I would have them endowed to a certain extent by the State.

2712. How would you propose that the rest should be made up?—By contributions from parents who choose to send their children to those schools; and I think that the industry of the children would provide for a great portion of the expense.

2713. And all to be under Government inspection?—Nay; I would rather they should be under the supervision of the magistrates of the town or district in which they were situated. I would not exclude the inspection of a Government officer; but I think, in the first instance, they should be purely divested of anything

anything like a Government or reformatory character, and that they should be rather considered as training places for the children of the lower classes. Capt. J. R. Gro

2714. Mr. *T. Egerton.*] Do you recommend that there should be a power to compel these children to attend the school?—I conceive that if you could clearly explain and make known to the lower classes generally, the advantages which would attend their children being sent to such a school, and if it was clearly understood that it was not to be a school of a penal character, you would find that many people would be extremely glad to send their children to such a school. 15 March 185

2715. Are you not aware, that in towns in large manufacturing districts, a large portion of the juvenile population are at present without any ostensible means of livelihood, and over whom the police have no power whatever, although they know them as reputed thieves?—I am aware, from my position as governor of Millbank Prison, that there is such a class. I very much doubt whether the destitute children constitute so large a portion of the criminal class as is imagined.

2716. If it were stated by the principal officers of gaols in those districts, that three-fourths of the children are either orphans or deprived of one of their parents, or that their parents live in actual crime, would it change your opinion?—It would not change my opinion; because it is not in accordance with my experience, as far as my experience goes.

2717. Then are the Committee to understand that you consider compulsory attendance is not necessary?—I think it might become necessary under certain circumstances. I do not see my way in enforcing the attendance of the children of parents who have committed no crime, because the parents may tell you they have another mode of bringing up their children, with which you could not interfere.

2718. Do you see any objection to the system which is pursued in some of the principal towns in Scotland, where the police are empowered by the magistrates to take up all children who are about the streets, or without any ostensible means of livelihood, and send them to school?—I think it is a very proper regulation; but perhaps I may be permitted to ask, whether it is not a law also of England which has been allowed to fall into desuetude. I think that the Metropolitan Police Act gives power to the police to take up children, who are found about the streets, as idle and disorderly persons.

2719. Is there any power to send them to school?—No.

2720. *Chairman.*] The Metropolitan Police Act gives a power which is not known in other large towns?—Yes.

2721–2. Mr. *J. Ball.*] With reference to separate confinement, you are perhaps aware that a suggestion has been made with regard to young offenders who are for the first time committed, either to a reformatory school or to some description of penal school, that with the view of maintaining the impression that crime brings some degree of punishment, it is advisable that they should go through some period of separate confinement, either in a gaol or in a department of such a school. Are you adverse to any period, however short, of separate confinement as being appointed for young children?—I am adverse to separate confinement as a preliminary means of correction. I do not wish to be understood as being adverse to separate confinement, or to shutting up a child for 24 hours, but I am decidedly adverse to separate confinement as a means of reformation, and irrespective of any particular crime that the child may have committed.

2723. Mr. *T. Egerton.*] Will you describe what you mean by the term "separate confinement"?—My definition of "separate confinement" is, that the subject shall be confined in a separate cell by day and night, with daily exercise and attendance at chapel, &c., and that he shall be visited during that period by the functionaries of the prison only.

2724. Is that system of separate confinement pursued at Millbank Prison?—It is.

2725. With boys under the age of 14 years?—It was adopted at Millbank Prison with boys under the age of 14 years; but during the last five or six years, the boys have remained only for a very few days, in fact, until they are classed and sent off to Parkhurst or to the Philanthropic Asylum; we generally contrive to put them in association, rather than in separate cells.

2726. Mr. *J. Ball.*] Are the Committee to understand, that your recommenda-

Capt. *J. R. Groves.*
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tion, with a view to the prevention and cure of crime among juvenile classes, is that three different classes of schools should receive public support, namely, schools for the destitute class coming under the poor law administration, schools to which the children of the poorer or working class may be sent, which should receive some amount of Government assistance, and reformatory schools for children who have become criminal?—The second school is the one to which the children of the poor should be sent, in the first instance; that, I believe, is the only school I have mentioned in my evidence.

2727. In answer to a question, you recommended the existence of workhouse schools or other schools for the destitute classes?—Yes.

2728. Do you recommend reformatory schools for children who have become criminal?—I think that, if there were schools such as I have described for the children of poor people, then parish schools might, in some measure, be discontinued. I should not ask whether a child was destitute or not, as long as he was paid for. When a child becomes destitute, the parish becomes its natural guardian, and therefore I should invite the parish to send the child to those schools; so that, in fact, I would only have one school of that description, to do away with the parish school or the union school altogether.

2729. Is it your impression that the independent poorer classes would not object to send their children to associate with pauper children?—They would have no actual means of ascertaining whether the children were pauper children.

Veneris, 18° *die Martii*, 1853.

MEMBERS PRESENT.

Viscount Barrington.	Lord Drumlanrig.
Mr. Tatton Egerton.	Mr. Sidney Herbert.
Mr. John Ball.	Sir John Pakington.
Mr. Miles.	Mr. Fitzroy.
Mr. Monckton Milnes.	Mr. Tufnell.
Mr. Robert Palmer.	Mr. Adderley.

THE RIGHT HON. MATTHEW TALBOT BAINES, IN THE CHAIR.

Rev. *Sydney Turner*, called in; and further Examined.

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2730. *Chairman.*] YOU were examined in the course of last Session by the Committee which then sat on this subject?—Yes; on the first day of their sitting.

2731. You did not at that time complete the information which you wished to give the Committee?—I laid before the Committee some particulars with regard to the Philanthropic School, of which I have the superintendence. I was going on to lay before the Committee my views on the question atlarge, but the sitting of the Committee ended, and I had not an opportunity of appearing again before them.

2732. What is the precise situation you hold?—It is rather difficult to define it; for I am governor, secretary, religious director, and minister in the chapel, which is licensed by the bishop for public worship.

2733. You allude to the institution at Red Hill?—Yes. Everything in fact passes through my hands at present, including accounts, correspondence, and religious and general discipline.

2734. What is the first point upon which you wish to offer any suggestion to the Committee?—I wish, in the first place, to correct and add to one or two points in my evidence with reference to the Philanthropic School. In answer to Question 303, I stated that, striking off superfluous charges, the average expense of maintenance for the year 1851 was 29*l.* per head, the number in the school being 96. I was in error in making that statement, and I should have said 32*l.* per head. I have the satisfaction of adding, that my views, with reference to the decrease

decrease of proportionate expense as the numbers increased, have been justified. We have not received, in the course of the last year, the whole 100 boys who were to be admitted, but we have received upwards of 60, which has brought up our average to 117 weekly during the year; and that has reduced the expense per head from 32*l.* to about 27*l.*; and we are justified, I think, in looking forward to a still further decrease this year, when our number will be still larger, averaging, I suppose, 180. I think we shall certainly maintain the school (including all the expenses of the boys' maintenance, instruction, clothing, superintendence, and so on) for about 25*l.* a head. A further increase of the number to 300 or 400 would unquestionably bring down the expenses to 22*l.* per head, or even, I think, ultimately to 20*l.* per head.

2735. To what point could you increase your number?—The extent of our land would admit of a very large increase indeed. I suppose 500 boys could be employed on the farm, but I should not like to extend it to more than about 400 in point of moral superintendence. I think 400 are as many as one man can influence.

2736. Mr. *T. Egerton.*] In your estimate of the cost of the boys per head, have you taken into consideration their earnings in field labour?—I have taken that into consideration. The amount, however, to be allowed for this is small. After allowing for rent, it would be last year about 10*s.* per head; if we also charged five per cent. on the capital invested for farm stock, it would for last year be nothing. Our system of accounts is this: we charge our farm with everything that is paid in the shape of tools, wages, addition to our stock, and so on; and, on the other hand, we give it credit for everything which is produced from it. The balance comes in the shape of a profit in aid of the maintenance of the school; and that balance hitherto has been about a rent and a half. When I speak of "a rent and a half," I should explain that we own the property, but we charge ourselves with a rent *pro formâ;* and the profit of the farm hitherto has averaged about a rent and a half, putting the rent at 1*l.* per acre, for nearly 150 acres. With reference to charging for the boys' labour, I would add, that we consider the number of workmen whom we are obliged to employ, for the teaching and superintendence of the boys, to be a set-off to that. In my answer to Question 315, which was, "You have nothing that resembles the family system that has been begun on the Continent?" I stated, "that we had commenced with an imitation of that system, but that we had been obliged to depart from it, in consequence of the difficulty of finding masters who would work it satisfactorily, and that for the last few months we had tried the experiment of having one chief master with an assistant, the boys being collectively dealt with." I wish to add, that we have been driven from that collective system, and compelled to resort to the family system again, and to cope with all the difficulties that we may meet with in finding masters, by the evidently unfavourable results which the collective system began to yield.

2737. *Chairman.*] What results did you perceive?—Not only was the spirit and general working of the school exceedingly deteriorated, but it proved itself in the character and conduct of several of the boys who were sent out as emigrants. The almost uniform success, which had attended our efforts in the disposal of boys abroad, has been interrupted this autumn by the misconduct of seven or eight of the 70 whom we sent out; and I really cannot attribute that to anything but the lessened moral influence which has been exercised upon them from the abandonment of the family system. I have, therefore, strongly pressed upon the gentlemen to work with me in the institution, that we should return to the plan of family association; and I am happy to say that their views coinciding with my own, we shall be enabled to work our institution on that basis.

2738. Do you all take that view now?—Those who interest themselves in the working of the school do. Our Committee consists nominally of about 30 gentlemen, but not more than eight or ten give a close insight to the affairs of the place. I would mention, as one example of the difference between the collective and the family system of association, that in the one house, where we have now been able to carry out the family system thoroughly again, we had 32 faults of all sorts in the course of a month among 52 boys, which is about eight a week, or one for every six boys; whereas in the other part of the institution, where we have not yet been able to carry it out, and where we have only a chief and an assistant, we had 80 faults, most of them of a more serious nature, among 50 boys, that is to say, 22 per week, or one for every two boys; that is a marked contrast be-

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tween the two systems. I have now stated all that I wished to add to my former evidence.

2739. Mr. *Miles.*] You stated that the difficulties of carrying out the family system were owing to the want of proper preceptors; have you since made more inquiry relative to the class of people from whom those preceptors ought to be selected, and have you found the task less difficult than you first supposed?—We have been fortunate in meeting with two men who have a great deal of the real spirit that should possess teachers of this kind, and one of whom unites with this much ability and power of management; but I cannot say that I am able to point out any place where I could go for a teacher of this kind with any assurance of success; I am at this moment in want of a third, and I do not know where to obtain him.

2740. Have you ever turned your attention to the class of persons who are employed in city missions?—Yes, and in ragged schools.

2741. Do you think they would be eligible?—They would with such a training as would give them a power of organisation, and something like a habit of discipline and government. The great fault of men who are engaged in the Ragged School movement as masters is, that they have no notion of discipline; they are merely kind; I do not wish to be understood for a moment to say that kindness can be dispensed with, but I mean to say they have no firmness; they have no idea of saying "You must;" I have no love for "You must because you must," but "You must because you ought" I believe to be the foundation of all human life; and these men do not seem quite to understand that principle.

2742. Have you at all turned your attention to those young people who are undergoing instruction at Kneller Hall?—I have never visited Kneller Hall. I have, on more than one occasion, applied for teachers from there; but the answer has always been, that they had none that were suitable; that they were engaged, or were not yet trained sufficiently, or did not seem to be persons whom we could usefully employ.

2743. It has been stated by Mr. Tufnell, that he thinks the pupils who are now being brought up in Kneller Hall would be very well adapted for instructors in reformatory schools, if they first of all went through a little training in these reformatory schools. Do you think it would be practicable to have a building set apart for the instruction of young men who had previously been trained in such an establishment as Kneller Hall in your system?—It would be most practicable and most desirable, in every point of view. I may, perhaps, mention that this was the subject of a strong representation from the Philanthropic Society to Lord Granville and the Committee of the Privy Council in the course of the last month. Having found great difficulty in obtaining good teachers, we were very anxious to have assistance from the Committee of Council, in training them in our own establishment; and it was represented, in a paper which was laid before Lord Granville, that our institution presented peculiar facilities for that purpose. Our boys are from every part of England; they are of all religious denominations; they are of all classes, of all ages, and of all degrees of education; and they present, therefore, a field of practical training which I do not think any school in England can be said to equal. Further, dividing the boys on the family system, young masters, placed in the superintendence of each family, would just have that practical experience of the boys, in their domestic life and their daily management, which is so essential for their complete preparation. Young men who are gathered together in a college by themselves, and who go into a school to teach two or three hours a day, will learn very little of this class; they must live with them; they must attend to everything, from morning till night, that these boys have to do, and that has to be done for them. We proposed to Lord Granville that the Committee of Privy Council should aid us with assistant masters, giving us 35*l.* or 40*l.* a year towards the salary and maintenance of six or eight pupils of that sort, in the first instance. I am sorry to say, that the answer which has been received is, that their Minutes do not admit, at present, of the appropriation of any part of the Parliamentary grant for education towards such a purpose.

2744. Supposing the system you pointed out to the Committee of the Privy Council were adopted, and your number increased to 400 boys, would there be any difficulty in giving from eight to ten pupils a thorough education in the system

system you adopt at Red Hill?—There would be no difficulty in giving 20, or I might say a larger number, that instruction; I should not object to having a central sort of establishment for a number of them, from which they might go in rotation to the different houses, and spend a month or two months in different families, practising themselves more thoroughly in their business. I ventured to submit to the Committee of Council that in such an arrangement there would be this additional advantage, which could not be attained at Kneller Hall, that the penal and pauper classes would be kept more or less openly distinct, and that the parties trained for penal and pauper schools would be differently prepared, and be kept apart.

2745. Supposing a young man sent to you thoroughly instructed in religious and moral training, and at the same time used to work for a certain number of hours in the field, and superintending work, how long do you think it would be necessary to keep him in such an establishment as Red Hill, before you could perfect him in the system which is adopted there?—Speaking merely as a guess, I should say that six or nine months would be sufficient; but that perhaps is a point which it requires practical experience to answer precisely.

2746. Mr. *Adderley*.] What would be the nature of the special training?—Acquiring a knowledge of the character and disposition of this class, which are very peculiar.

2747. In what way would you train them in special knowledge of character?—By associating them continually with a number of boys, under the direction and training of an able master or head of a family.

2748. You seem to think that the fitness of a boy to undertake the charge of children is rather a natural than an acquired fitness?—There must be some natural qualities.

2749. How would you select from Kneller Hall, and from the city missionaries, persons especially qualified by nature for the purpose?—It would be impossible to prophecy beforehand whether they would be fit for the purpose or not; but a few weeks' experience of them would show. If they were found unfit; if they were hasty, impatient, or dull, and unable to appreciate the moral qualities and dispositions of the boys, it would be advisable that they should turn their attention to some other course of treatment. Perhaps I may be allowed to read three or four sentences, in which I stated, as shortly as I could, what were the points in which the master of a reformatory school should be trained and prepared. I endeavoured to place it before the Committee of Council in as distinct a form as I could. "The master of a reformatory (or penal) school, in which the boys are constant boarders, restricted wholly to its limits, to be thought for and attended to in all the details of their daily and nightly regulation as to food, clothing, personal habits, employments, and amusements, requires to have powers of management, resources of judgment and discretion, and domestic experience, rather than capacity and skill for intellectual tuition."

2750. Would there not be a great want in your plan, from your having to drop the special tuition in a very large proportion of cases, and turn out the boys, so put in a special class, for other purposes than those for which the class was formed?—A master who seemed likely to fail in conducting a reformatory school might be very successful with a day-school, or even in a workhouse school, where the boys are (as it were) naturalised, and where they have not been under the same previous influences that our boys have. These men would turn to other channels of tuition.

2751. Do you feel quite decided in your opinion, that you could not provide a class of such teachers more efficiently by taking accidental cases which proved in your own school peculiarly fitted by nature for the purpose?—I think it would be objectionable, and, generally speaking, impracticable, to use boys of this class trained from the school. The object in this school is to elevate, to refine, and to infuse as much as possible a new turn of mind, or a new disposition. You want, therefore, to mingle with what you have higher and better elements, which you do not find in that class.

2752. Do not you suppose that boys who have been refined, and have acquired new habits from your institution, would give to the successive generation in your school just that influence which you want?—I should be afraid they would not escape sufficiently from the general spirit of the boys about them, unless they were to go away for some time, and then, perhaps, come back. I would just add, that the cleverest boys, and the boys who are the most fit, from general attain-

ments, to become teachers, are usually those who have been the most perverted and most depraved, and are the most difficult to reform.

2753. Do not you think that those who are reformed at one institution, having acquired a natural fitness for undertaking posts as masters, might be sent out to other institutions, so that institutions might mutually supply each other?—I believe that cases might occur in which that would be both practicable and advisable; but I should not like to rely upon the plan as giving any constant or any considerable supply of teachers.

2754. Mr. *J. Ball.*] Do you apprehend that you would in any degree compromise the general working and success of your institution by undertaking the training of a larger number of young men, supposing adequate means were found for the purpose, than are required for the institution itself, with a view to the supply of suitable teachers to other institutions which may hereafter be formed?—No, there would be no difficulty whatever.

2755. You would not apprehend any inconvenience in undertaking that?—None. In Hamburgh they have so many of these young masters in training, as to be able to place about four boys and a half to each superintendent; that enables them to realise a very much higher moral result than we can possibly attain; and I should be very glad, if without expense, and at the same time serving so important a public object as the training of proper teachers, we were able to have so many as to greatly multiply our means of supervision.

2756. Mr. *T. Egerton.*] You have stated that you proposed to return to the family system, and that your committee took the same view of the subject as yourself; will you state the reasons which have induced you to come to that determination, whether from too large a number of boys being under the supervision of few persons, or whether from insubordination of the boys themselves, and if such insubordination existed, whether it was found among the younger or older boys?—I think there was no difficulty with reference to subordination or discipline. I am happy to say that we have never known anything like a riot or *emeute* at the Philanthropic. The utmost that ever occurred was, that on one occasion some panes of glass were broken by some companions of a boy whom I had thought it right to send to prison, for the purpose of returning him to Millbank; but that was more as an expression of their opinion upon the boy's removal, than from any desire to rebel against the rules of the school. The principal reasons that have induced me to recommend the return to the family system are, that I saw a deterioration of the moral improvement in the boys generally. They were more mechanical; and their voluntary action and moral conduct were decidedly inferior to what they had been; petty dishonesties, evasions, and acts of cunning became common among them; and the boys themselves became restless, and seemed to lose the affection they used to have, and a great many more endeavoured to escape.

2757. They required a greater moral supervision as well as physical supervision?—Precisely. The number of officers is not materially different in either case; for if you have a chief with assistants, you must have sufficient to have one man to about every 40 boys.

2758. Then what has been suggested by the Honourable Member for Somersetshire would be a great advantage to you, as it would multiply that moral and physical power by having pupil teachers?—A very great advantage indeed. The same system, it appears to me, would apply to every other reformatory school in the country. The new school at Birmingham, Miss Carpenter's school at Bristol, Mr. Bengough's school near Gloucester, and all similar institutions, could be used in the same manner for the practical training of teachers, provided they were under proper inspection.

2759. What number of boys are now sent to you by the Government from different prisons?—We have now 130.

2760. What is the payment made by Government per head?—The payment originally agreed upon was 18*l.* per head for maintenance, in addition to the expense of outfit. That sum was named to Sir George Grey with a view of having 300 boys. We thought that 300 boys could be maintained for nearly that amount, and that the society's resources would be able easily to make up the deficiency. Sir George Grey accepted our terms as to the money, but declined our terms as to the number, and he sent us, not 300, but 100 at 18*l.* per head, which caused a pressure on the society last year to the amount of between 800*l.* and 1,000*l.*, which we had to realise.

2761. In point of fact, did the society lose about 12*l.* per head per annum?—Precisely; about 800*l.* on the number that were sent. In consequence we have applied again to the Home Office for a revision of the terms. Lord Palmerston has declined to settle any definite terms as to the future; but wishing to have the question more fully considered, he has agreed to pay at the rate of 25*l.* per head until the 30th June. Before that time, it is expected that this Committee will have reported, and that the question will perhaps be in a better course for settlement generally.

2762. Mr. *J. Ball.*] Is it not incident to the family system, that exactly in proportion as you increase the number of boys you increase the number of officers of the same class?—Yes. But the number of officers of the same class is not materially different in the family or the collective system.

2763. In what way do you account for the prospective reduction of expenditure upon which you rely as the probable consequence of taking in a larger number of boys?—The items of expenditure which press most heavily upon the proportionate expense in our institution are those which relate to the chief officers, who may be called the administration, so to speak, of the institution; the governor, for instance, the head matron, the medical officer, and all the persons who are not immediately connected with the direct teaching or training of the boys themselves. Those expenses are greatly diminished per head as the number which the officers have to superintend increase. For example: supposing that the chaplain or governor has 400*l.* a year, if he has 100 boys under him, each of those boys bears a proportionate expense of 4*l.* per head; and if he has 400 boys, the charge comes down from 4*l.* to 1*l.*

2764. In the event of the number of boys being increased to the limit you suggested of 400 or 500, would not an increased number of officers be required for the business of the administration?—Some additions would be required, but these would be the same whichever system were carried out.

2765. *Chairman.*] You say that in your opinion the results of the collective system, as compared with those of the family system, have been unsatisfactory; how long have you carried on the collective system?—About a year and a half.

2766. Are you satisfied that that was a trial long enough to enable you to judge of the effects of the system?—I think so. Our system I may call one of high pressure. We receive and put out probably a larger number of boys than any other establishment in a given time. Our population, if I may so call it, changes itself every 15 months entirely, and the larger proportion is changed and renewed about every 10 or 12 months. I do not think there are now 40 boys in the institution who were there this time last year.

2767. How long had you tried the family system before you adopted the collective?—We had tried it previously about two years.

2768. How long is it since you abandoned the collective and pursued the family system?—About three months, but the effects are already very obvious.

2769. From your observation of the effects of the family system, both before and subsequent to your adoption of the collective system, are you satisfied that the family system is preferable?—Thoroughly. It is the system by which influence can be exerted instead of mere discipline.

2770. Will you proceed to the next point to which you wish to call the attention of the Committee?—I wish to lay before the Committee a report upon the establishment at Mettray, which was drawn up by myself, in conjunction with Mr. Paynter, the police magistrate, in 1846. It was the first full and definite account of the efforts which were being made in France published in England, and I believe it is an exact statement of the working of the institution. (*The Witness delivered in the Report.*)

Vide Appendix

2771. Mr. *Miles.*] Is the system of which you gave an account in the pamphlet in 1846 the same system that is now pursued?—Precisely; I have since visited Mettray again, and M. Demetz has visited Red Hill; I have had a good deal of intercourse with him, and I am satisfied that the report contains, upon all important points, a just representation of the system. I wish to lay before the Committee one or two points in reference to Mettray, which I have gathered from the last report that M. Demetz has sent me, which may be interesting. In the first place, with reference to that most important point, the expenses of the institution, I will just mention that at Mettray there are no salaries; the payments which are made in the shape of salaries or wages are to the inferior officers only,

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only, and they are all of small amount. M. Demetz is himself in a position to devote himself to the work without any remuneration whatever, as are also his coadjutors, the Vicompte de Courteilles (lately deceased) and the Vicompte de Villiers; and all the officers and teachers they have with them are paid at exceedingly low rates. The whole expense for religious instruction comes to not quite 3,000 francs, or nearly 120 *l.* a year; and the whole expense of the surveillance, 28 officers being attached to the direction of the pupils, 11 being on what they call the staff, and nine being in the position of pupil teachers, comes to 2,320 *l.* on 546 boys, or not quite 4 *l.* 5 *s.* a boy. The expenses of the boys themselves for food, clothing, washing, &c. come to 8 *l.* per head per year; it is rather curious to see the items, for they manage to feed these boys at 1 *s.* 8 *d.* per week; the fare is, of course, exceedingly slender; and I do not believe that 500, of the varied ages they have at Mettray, could be kept as strictly as they are there if they were to be fed as English boys are fed. Our allowance of meat twice a week, would not do with French discipline. The food of the boys comes to 1 *s.* 8 *d.* per week, their clothing comes to 10 *d.* per week, and that again is vastly cheaper than it could possibly be brought down to in England; their clothing is principally cotton; it is a warm climate, and they do not require the same amount of substantial clothing that our boys do; they certainly have an appearance of shivering, and cold, and discomfort in the autumn and winter weather, which has struck many persons with pain; but Monsieur Demetz thinks it is advisable they should have many hardships to go through, and I believe does not contemplate any relaxation on those points. The total expense per head for the year 1852, on an average of 546 boys, was 16 *l.* a year.

2772. Mr. *T. Egerton.*] Will you put in a table showing the expense of food and clothing of the boys at Red Hill?—Yes; it is about 3 *s.* 7 *d.* per week for food, and about 1 *s.* per week for clothing.

2773. Mr. *J. Ball.*] Can you furnish the Committee with a statement of the diet used at Red Hill, with an approximate statement of the cost of the separate articles?—I can give an exact return of the quantities and the value. I may observe, that we are found fault with on both sides with reference to our diet at Red Hill. The parties interested in the administration of the poor law, and most conversant with workhouses, think we give rather too much; and those who are connected with prisons, and who have to do more particularly with the criminal population, think we give too little. I fancy, therefore, we must be very near the medium. Next, with regard to the receipts at Mettray particularly with regard to Government support, I find that the Government pay to the support of the institution about 4 *s.* per week for each boy; that is, 7 *d.* a day or 10 *l.* 8 *s.* per year; that they subscribe with each boy 70 francs for his clothing, in two payments, during the first and second years of his residence in the institution; and that they further subscribe to the institution to the amount of 2,480 *l.*, which, on the number of boys in the institution, comes to 4 *l.* 11 *s.* per head, as nearly as possible. So that the Government payment in France on every boy in the institution comes to about 15 *l.* 10 *s.*, very nearly meeting the total cost for the maintenance and superintendence of the establishment. I would remind the Committee, that in our case the Government only pay for those boys whom their officers recommend; and we have a considerable number (above one-third of those in the establishment) who are recommended from private sources, and who are either taken in free, or on condition of some small payments from their parents or friends who are interested in their cases. Some reference has been made from time to time to the self-supporting powers of establishments of this kind. I find that at Mettray, after being 13 years established, their profits from their farm and their workshops only amounted to about 1 *l.* 9 *s.* per boy; and those were distributed under these items; the workshops yielded a profit of 530 *l.* after payment of the expenses of wages, tools, &c.; their mill yielded 80 *l.*; their farm 140 *l.*; and their *magasin* (the place where they sell articles to visitors) yielded 50 *l.*; it came altogether to about 800 *l.* Their farm appears to have yielded, although spoken of very highly, and commended very much by the Minister of Agriculture, only about 5 *s.* 6 *d.* per acre as a profit. The number of officers and *employés* in the institution in the last year was 57, of all classes, for the 546 boys. With respect to the extent of land occupied at Mettray, I have observed that Mr. Hill, in his evidence, stated that he did not know accurately what it was, but that he thought it was 80 acres. It is 200 hectares, which is about 500 acres. On that point, I would take occasion to remark,

remark, that, to carry out the reformatory system with agricultural training effectually, a large tract of land is very important, both as providing constant occupation, and as allowing a distribution of the boys during their employment. Mr. Symons, in his evidence before the Committee, characterised the Philanthropic farm "as infinitely too large" for its purpose. That is a large expression. He advised that there should be ten acres only to institutions of this kind. I should have been curious to see how any one would have managed 200 or 300 boys in agricultural employments upon ten acres of land, from the 1st of last November to the 1st of last February. We were perplexed how to employ our boys, with all the advantages of being able to drain in some parts, and grub and clear the land in others, and carry out the common operations of the farm; but what we should have done, during the late wet weather, with ten acres only, which could not possibly have been dug, and would have been a morass if any boys had been on it day after day in such wet weather, I cannot conceive.

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2774. Mr. *Adderley.*] There is some difference between 10 acres and 200 acres?—Yes; we have 230 acres under cultivation.

2775. Although you think 10 acres too small, do not you think 200 acres too large?—It depends on two things. First, do you mean to train your boys for emigration? If so, you must train them to farming, and not gardening, and give them practical experience in all the varieties of out-door labour. And, secondly, have you a large town near you which would be a market for garden produce? If you have not, your produce in the shape of garden-stuff will be lost. In France and Germany, where so large a portion of the food consists of vegetables, where haricot beans and lentils and other things form a staple of their diet, it is very different, and they are greatly advantaged by having a large extent of garden cultivation; but in a farm school like ours, at a considerable distance from London, with English boys not accustomed to vegetable diet, farming is by far the preferable occupation.

2776. Is your farm large enough to teach the boys the use of the best implements?—Our object has rather been to accustom ourselves to the use of the common utensils and tools, than any fine contrivances of machinery.

2777. Do not you think there may be this objection to that quantity of land, that it is too large for garden and spade work, and too small for the best kind of farm work?—It allows of both. All farming operations can be carried on, and at the same time every year from 10 to 15 or 20 acres can be treated in the style of a garden. We trench every year from 10 to 12 acres, and on the rest of the farm we also carry on all the ordinary operations of agriculture.

2778. How do you plough on your farm?—With horses, one in front of another; we have used bullocks. Most of our soil is heavy enough to require three horses, but in other parts we can do with two. There is one other point to which I wish to allude as to Mettray. It should be recollected that every boy who is received into Mettray is in the state of what we should call a convict. He is not sent to Mettray from the police court, but from the court of assize; he is sent in the first instance to prison, in virtue of the 66th article of the *Code Napoléon;* and from that prison he is transferred to Mettray, under the recommendation of the government officer, or the selection of M. Demetz.

2779. Mr. *M. Milnes.*] Do you know whether the magistrates in France exercise a discretion on the subject of determining a child to have acted *sans discernement?*—Yes, they do.

2780. Do you know also whether children are habitually stated to have acted *sans discernement*?—Very considerable numbers under the age of 10 are legally acquitted as having acted *sans discernement.*

2781. Is it in the power of the magistrates to determine whether they shall be thus legally acquitted or not?—It is not stated in the *Code Penale* whether an ordinary magistrate is to exercise this power, or only a judge of assize, or court of quarter sessions; it is simply put when it is decided that he has acted *sans discernement.* But I believe it is a power that is exercised, in certain cases, in the common correctional courts of France as well as the courts of assize.

2782. You believe it is habitually exercised?—From the number who are stated to be acquitted on that ground, I should say that it is habitually exercised.

2783. Do you suppose that all the children who are sent to Mettray have been determined to have acted *sans discernement*?—Every one of them.

2784. What would become of a criminal child in whose favour it was not de-

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termined that he had acted *sans discernement*?—He would be sent to prison for a period of from six months to two years.

2785. Is that frequent?—From the number which they speak of, I should say that it must be frequent. Perhaps the Committee will allow me to put in this report upon the present state of the French law, which will to a certain extent answer the questions put to me. (*The Witness delivered in the Report.*)

Vide Appendix.

2786. *Chairman.*] Does the tribunal which decides on the question of guilt or innocence decide upon whether the person has acted with or without discernment?—I believe it to be the case; but I am not aware whether the French law gives to magistrates the power of imprisoning a young person for two years. I wish to put in this translated Report of the Committee of the French *Chambre de Deputés*, drawn up by Monsieur Corne. It concludes with the *Projet du Loi*, which the Committee recommend, and which has become law, and is the basis of penal and reformatory action for juvenile criminals in France. Upwards of 50 institutions have been formed on the Mettray plan in France, and from 4,000 to 5,000 children are now under correctional and reformatory training. There are three points to which I wish to draw the attention of the Committee in reference to this Report. In the first place, the law makes the criterion of interference the '*jugement*' of the boy; he is convicted, although acquitted as not legally responsible; he is, in fact, found guilty of the offence although that offence is not pressed on him or made a matter of punishment; they do not propose to take the boy from the streets because he is dangerous or because he is exposed to crime. In the second place, they propose a very important discrimination between those who, being more hopeful, and having many extenuating circumstances in their cases, are acquitted as having acted *sans discernement*, and the less hopeful, whom they condemn as having acted *avec discernement*. For the first class they propose to have reformatory colonies, and for the second class they propose to have correctional colonies. The third important point is, that instead of making this an entirely Government affair, they invite private and charitable agency to assist them especially, with reference to the children of the first class, viz., those who are acquitted as having acted *sans discernement*, and who are placed in reformatory schools.

2787. Do they make a certain amount of private contribution, the condition of Government interference?—No. They propose that "during the two years after the publication of this law, any individuals or societies that may be willing to establish penitentiary colonies for young offenders, shall apply formally to the Minister of the Interior, for his authorisation, producing the plans, statutes, regulations, and other required documents. The Minister shall be enabled to contract with such of these establishments as are authorised for the care and the instruction of a fixed number of young prisoners. If, at the expiration of the two years, the whole number of these young offenders have not been placed in private establishments, then other colonies for that purpose shall be established at the expense of Government." The correctional colonies are to be entirely a Government affair; but even in these, as in the penitentiary ones, they wish to invite private and benevolent assistance in the way of a committee of surveillance. All the penitentiary colonies are to have attached to them a *conseil de surveillance*, composed of a member delegated by the *prefêt*, of an ecclesiastic appointed by the bishop of the diocese, of two delegates appointed by the *conseil général*, and a member of the *tribunal civil* of the district, elected by his colleagues. Even for the correctional colony (which answers very much to our Parkhurst), a similar *conseil de surveillance* is to be introduced, consisting of five members, to be appointed by the superior authorities of the province; and they are appointed, I suppose, for the same purpose, of mingling something of the earnestness, and disinterestedness, and religiousness (if I may so speak), of benevolent and charitable agency, with the exactness and strictness of Government regulation.

2788. Do you wish to make any suggestion as to the improvement of the system of treatment of juvenile offenders?—I should wish respectfully to lay a few suggestions before the Committee, although I confess I approach the subject with very great diffidence; for it is a subject upon which those who think with any view to practical action, find perhaps greater difficulty before them the more they study it. It seems to me quite certain that the present system of repeated commitments is in every sense objectionable; and I believe no arguments are wanted to prove that to any one who has looked into the subject. There is a sentence in Goldsmith's "Vicar of Wakefield" which describes it, and which he seems

seems to me to have written, one may say, with a sort of a prevision, that it is "most dangerous thing to make punishment familiar without being formidable." Those few words precisely express the character of the present system, which commits a boy time after time for uncertain periods to prison, and it may be to a different sort of treatment in each, without any permanent object in view, and without any endeavour to rivet upon him any good impressions that he may receive from the prisons he has been in. What I should like to attain, if possible, would be a system of prevention. I am not utopian enough to suppose that we shall ever absolutely prevent the occurrence of first crimes or first offences. It was said by a very eminent living statesman to me, that so long as there were pockets to pick there would be persons to pick them; and I believe that does contain a philosophical truth, that in a world of temptation, filled with infirm and erring beings, there must be a continued occurrence of delinquency and error; and that just as there must be bodily disease, so there must also be moral disorder. But although I am not utopian enough to suppose that we could altogether prevent crime, I think that by interfering at an earlier stage of an offender's career with something of a considerable period of detentive education, I could prevent two things: I could prevent the offender himself going on repeating his crime until he becomes hardened, completely corrupted, a pest to society, a curse to himself, and a heavy cost to the community; and I could also prevent another very great evil, which our present system encourages in every sense of the word, the corrupting influence which that boy exerts upon others. As it is now he is left to be a missionary or agent of the devil; and the system we pursue with him, I might say, in every sense encourages and enables him to become so.

2789. What practical measures would you suggest?—It seems to me that, upon the first conviction of a boy, the magistrate should endeavour to call in the interference of his parents or nearest relatives, or those who are chargeable with him, and see if they could not in some way do their duty better; for the presumption is always strong, that where a boy at an early age has become depraved, the parents' or relatives' duty has not been properly discharged. I know there are examples where the best parents have had very bad children, but those are the exceptions and not the rule. I would let the magistrate call in the parental or relative interference; and after a sharp short punishment either by confinement in separation and a good whipping, or by a whipping alone, if that were thought sufficient, I would have the boy restored to his parents, or those who had the proper guardianship of him, the parish authorities or otherwise; giving the magistrate the power of requiring some security for the boy's better training from them more in the way of a fine upon their future negligence than anything else. It might be as low as 5*s.*; but I should like him to have the power of fixing some slight responsibility upon them for the boy's better protection in future. Upon the boy being brought up again, I think it would be most economical to society, and most just to himself, to interfere in a much more effectual and continuous manner. I should then like either that he should be held to bail on the footing proposed by Captain Williams, in which case, in default of bail, he would remain in custody under the control of the Secretary of State, to be placed in any reformatory school or correctional institution that he approved of; or else that he should be committed for trial, and that his sentence should be, in the first instance a short but sharp period of imprisonment, and then a long period of detention for reformatory purposes, which period should be passed in some approved penal or correctional school. The question of how that school is to be brought into action and supported can be handled presently; I am now supposing that the school exists.

2790. What kind of punishment would you propose?—I should say that nothing is so good as short periods of separate confinement and whipping. Whipping, as at present administered, when a boy is whipped and turned out again to the streets, is only a cruelty; but whipping administered with an after-period of proper protection and corrective training, would be a wholesome, and I think a very appropriate punishment. With regard to this part of the subject, I would press upon the Committee the importance of the second offence being well investigated, and more pains being taken by the magistrates, or those who have to deal with him, to ascertain his real status as to crime. In London it is not at all unfrequent for the same boy to pass at six or seven police offices as a first offender. He may be convicted, in the first

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instance, at the Thames police district; he may afterwards migrate, finding the neighbourhood too hot for him, to Southwark; he may then go to Hammersmith; he may then make his appearance in Westminster; he may then go to Whitechapel, and he may finish his course in the City; and in each of those instances he may have been treated as a first offender, unless he happened to have been remanded and sent to the house of detention, and there recognised.

2791. Sir *J. Pakington.*] Do you mean that the boys take that course with the object of having the benefit of a first offence, or that the result to which you have referred has arisen from accident?—I would include both those ideas in my answer. The boy naturally wishes to pass as a first offender. Very few boys own to the number of times they have been convicted. They naturally wish to make themselves appear more innocent, for the purpose of lessening the punishment they are likely to get; and it is also a necessary result of their being allowed to circulate in this way, without being traced and followed up.

2792. You think that, after a conviction in one district, they change to another with that object in view?—Yes. We should be able to meet this evil if the jurisdiction exercised over a boy in the early stage of his career were more deliberate; if while summary it were not sudden; if, in fact, the magistrate said to himself, when he saw a boy before him, "Now I am not going to give this lad what will merely be an incident, so to speak, of a long career, but to give him that which will determine his career;" because the second and third convictions pretty well settle the question whether a boy is to be a criminal for life, or whether he is, perhaps, to turn to the honest class of society and be saved from criminality. To a man who has gone on in crime, a conviction more or less is merely a little event, or a passing incident, in his general course. To a boy, it seems to me to be everything; the two or three first convictions are the turning point; and I should like to see the greatest possible degree of deliberation exercised with regard to his treatment on those occasions. It seems to me, that if it were a fixed rule that every boy, upon his apprehension and charge before a magistrate, should be remanded to one place, where he could always be inquired about, and recognised, and if he were not dealt with until full inquiry had been made, we should be able to effect some important improvements in his present treatment.

2793. *Chairman.*] What period of remand would you advise?—Three or four days would ordinarily be sufficient, if he were sent to the same place.

2794. You mean that there should be one central place in London for the purpose?—Yes; as it is now, boys from the London police courts, speaking of the metropolitan district, exclusive of the City, go to the House of Detention; boys from the city are, I believe, sent to Newgate. On the Surrey side, they are sent to Horsemonger-lane.

2795. Would you have one particular prison appropriated for the purpose, or would you have a building of another kind?—There is an excellent house of detention in London for the county of Middlesex; and I should like to see that house of detention used for the county of Surrey, for the city of London, and in fact for all the districts with which the metropolitan magistrates have to deal, as a common receptacle for young persons remanded; so that there might be an officer in the place who knew every boy, and could recognise and register him. I now come to the consideration, what sort of correctional or penal schools are we to have to which these boys can be sent, either in default of their finding sureties, or to carry out the detentive part of their sentence. It seems to me that it would not be difficult to bring about a system of district penal schools, as distinctly set apart for the criminal classes, as district pauper union schools are set apart for pauper and distressed classes. Some schools, in point of fact, established on something of the footing of the Bill which was brought in by Mr. Milnes and Mr. Headlam, in the year 1850, would seem to answer the purpose. There are two or three points in that Bill, however, which I should wish to see modified.

2796. Mr. *M. Milnes.*] State what they are?—The Bill, as it stood, seemed to leave the whole question in the hands of the justices of quarter sessions, and the borough and county magistrates; and it left the expense of the establishment of these schools to be entirely provided for from the county or borough rates. On both these points, I should like to see a considerable alteration or modification of its plan. I should wish that there should be a Government officer specially charged with the formation and supervision of these district schools. I believe that most important results followed upon the introduction of the New

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Poor Law, from the employment of the very able men who were then assistant commissioners. They induced parishes to unite together, and they carried out the larger part of the proposed machinery of the new law without any material difficulty. In the same way, I fancy that an able and earnest man, properly commissioned by the Government for that purpose, as an inspector or director, would be enabled to bring about the foundation of such district penal schools as were required in those counties, or adjacent to those boroughs, where they were wanted, without any material difficulty or resistance on the part of the counties or boroughs which would have to contribute to the expense, especially if it were a part of the plan that the Government should bear one half the cost of establishment, and one-half the cost of maintenance.

2797. *Chairman.*] By whom should the other half be paid?—By the county or the borough, or the associated counties or boroughs, which used the school.

2798. Sir *J. Pakington.*] What do you include in the word "maintenance?"—I mean the whole expense of the school; not merely the food, clothing, and so on, of the boys, but half the total expense of the establishment.

2799. *Chairman.*] Your opinion is, that one half of the whole expense of these establishments should be provided for out of local taxes, and the other half out out of the general funds of the country?—Yes.

2800. Sir *J. Pakington.*] What boys do you propose to send to these establishments?—All boys who have been convicted for the second time, and who are either sent there in default of finding sureties for good behaviour on the footing of Capt. Williams' Bill, or who are sentenced to a period of detentional training, in addition to their imprisonment on their trial.

2801. All boys convicted in any court and of any offence against the law a second or third time?—Yes.

2802. What would you do with boys convicted for the first time?—I have already explained my views upon that subject; I would give a boy a sharp, short punishment, and endeavour to call in the action of his parents or proper guardians.

2803. Where is that punishment to be administered?—If the punishment be imprisonment, in a gaol or house of correction, as it is now, care being taken to set aside a ward in the prisons for juveniles, wherever their number was large; or care being taken in all cases to keep the boys entirely distinct and in separation from the adult classes.

2804. You do not contemplate separate establishments, to which all classes of juvenile offenders shall be sent after conviction?—No.

2805. Do you see any objection to such establishments?—I should hope that first offences might, generally speaking, be dealt with better by means of whipping and a short imprisonment of seven days or ten days in such prisons as now exist; a term for which it would be a very needless expense and a great trouble to send a boy 40 or 50 miles to a district establishment.

2806. Have you no apprehension that the system of our ordinary gaols might be injurious to young offenders, especially to that class of juvenile offenders who are not yet hardened in guilt?—I think that measures could be taken to keep them in separation for the short period for which they would be committed, which would obviate any mischief of that kind.

2807. When you say separation, do you mean under what is called the separate system?—I mean that in such prisons as the separate system is carried out in; in prisons where no physical separation can be effected, I would desire to have as near an approach to it in the discipline of the prison as could be obtained.

2808. Have you no apprehension of the effect of what is called the separate system on very young minds?—Not for such a short period as I contemplate. I believe it would be a wholesome punishment for a short period.

2809. Mr. *Fitzroy.*] What kind of separate confinement do you propose?—I should not like to see a boy kept in separate confinement more than a month: and in the average of cases, such as I am contemplating, of first offences, seven days would probably be the maximum.

2810. Then you propose to keep him in separate confinement during the whole time he is in prison?—I should wish to do so, if the prison would allow of it.

2811. Mr. *M. Milnes.*] Do not you think you would run great risk in sending a child to prison for the first offence, of giving the child as it were a criminal status, and familiarising his mind with the notion of going to prison?—I do not think there is anything very serious in that objection.

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2812. You are aware that Lieutenant Tracy, the governor of the Tothill-fields Prison, who superintends so large a portion of the criminal children of this metropolis, has stated that taking children to prison in a van is extremely injurious, the children by that means acquire a sort of criminal status, and that the effect on the mind of the child is generally very disastrous?—I cannot say that I entirely subscribe to that opinion.

2813. Are you aware that in Edinburgh the custom has prevailed of late years of punishing the child by criminal punishment immediately, and on the spot, and dismissing the child, and that the effect of that summary punishment has been considerably to diminish juvenile offences in Edinburgh?—I have heard that that has been the effect. I may state, that I am not anxious that a child should be sent to prison for a first offence; I should be quite satisfied with the infliction of a good whipping; but I would give the magistrates a discretion either to add a short period of separate confinement to the whipping or to dispense with it. I can see no practical objection to a boy being sent to one sort of building more than to another; and for myself, from such experience as I have had, I am inclined to think that the common talk about the brand of a prison, and such expressions, is rather romantic than well-founded.

2814. Do not you think it very important that, in the minds of the lower orders especially, the notion of going to prison should be considered as a crisis in the life of an individual, bringing with it vere serious consequences, and entailing very painful considerations?—I should be glad if that effect could be produced on the general mind.

2815. Do not you think that by familiarising the notice of going to prison upon so small an infraction of the law, as if the child happened to be in any other class of society, would be passed over with a slight punishment, in a certain degree tends to diminish the dignity of the law and of the punishment together?—I have already stated my strong objection to the system of frequent commitments to prison, and making punishment familiar and not formidable; but still I see no objection to a boy being sent on the first occasion, or on the second occasion to a place of discipline, whether called a prison or not.

2816. Is it not a fact, that the whole of our legislation on this matter falls entirely on the children of the poor, and does not at all affect the children of the upper or middle classes; and that therefore it establishes a principle of inequality totally foreign to the principle of the British law?—It falls mainly on the children of the poor. There is, however, a considerable proportion of children who belong to small tradesmen's families and to the lower ranks of the middle classes. The inequality, I presume, arises, not from the state of the law, but from the indisposition of the persons who have the offence committed against them to act uniformly in the matter. The law would be the same for the rich man's child as the poor man's child, if the rich man's child were brought before a police court, and charged with an offence. It is merely that the parties against whom the offence is committed, or who have in fact the responsibility in the matter, do not choose to bring the boy there. In the eye of the law they are equal, and would be equally dealt with.

2817. Do you not think it advisable that the law should be so altered as to draw a strong discriminating line between the fault of the child and the crime of the adult?—I think that such a system as I have been briefly detailing would produce that effect. The adult would be left, and the boy who has gone on again and again in crime would be left, to be dealt with as a deliberate offender. A child interfered with in an early stage of his career would be placed under detentional education, and would therefore, in point of fact, be dealt with on a separate footing.

2818. Do you find, in the minds of criminal children who have been under your care, any sense of hostility to the society in which they live, and a sense of injustice being done to them?—I should say not. The common opinion among them, I think, is, that they have injured society, but that society has taken full payment for the injury in their punishment. They have no self-reproach for what they have done. They consider what they have suffered a full payment in atonement of whatever offence they have committed.

2819. In the evidence which was given last year by a young man who had himself been deeply involved in crime, it was stated that the impulse to juvenile crime was much more of a spirit of enterprise and a love of luxury, and a desire of distinction, than that children were driven to crime by absolute want. Has

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that been confirmed by your observation?—I think my experience would confirm the opinion that want and destitution have not been the main causes of the commission of juvenile offences; but I should not say that it was entirely to be attributed to those other causes that were mentioned. I think the circumstances in which poor children are brought up in large towns, almost inevitably lead them into a vast deal of petty delinquency, especially the continued influence of older and more hardened offenders upon them (which we now so contentedly allow). If the greater mass of the boys in London, Liverpool, Manchester, and so on, between the ages of 12 and 14 years, who are now left to be committed again and again, were taken away and placed under detentive education, a stop would be put to a great deal of the infection that now goes on, and a most material diminution of juvenile crime would necessarily result.

2820. Do you not think that a great deal of juvenile crime is committed, with no more sense of right or wrong, and no more clear notion of an infraction of the law, than boys in the upper classes, who consider it a freak to rob an orchard?—I cannot say that I think so. I think that to speak of the great body of juvenile delinquents in England as acting *sans discernement* would be untrue. I think they are fully alive to what they are doing; they know they are acting in such a way as to invoke on themselves punishment; and they do it without any care for moral considerations or even for the punishment itself. They are in fact aware of what they do.

2821. It has been stated to the Committee, that it is a strong objection to the use of institutions or schools for reformatory purposes not under the control of Government, that such schools are not thereby open to inspection, and that the inspector can only see what the governor of the schools allows him. Is it your experience that the Philanthropic School at Red Hill is open to this objection?—I should say that any one who stated that, must have forgotten the circumstances of the Philanthropic School altogether. It is perfectly open to the transit of passengers, one may say, at all times; it is open to persons passing through; and when any visitor wishes to see the establishment, he is placed in the hands of one of the masters, or occasionally even in the hands of one of the boys, and is led through the whole of the school without the slightest interruption; and when I happen to have any visitor to conduct, I take the greatest pains that he shall see both the dark and the bright side, for I never allow persons to pass by the cells of confinement, without taking them particularly into that part of the institution, that they may see and speak to the boys under punishment.

2822. Would it not be in the power of the governor of such an establishment to conceal its deficiency, if he wished to do so?—I should not think so if the officer inspecting had his wits about him, or was at all in earnest about his work.

2823. *Chairman.*] Will you proceed with any other suggestion that you wish to make?—I would add, upon the subject of district penal schools, that I should like them to be controlled by a sort of joined action of the Government and local authorities. The same officer that I have already spoken of as being interested in their first organisation should be charged also with the general supervision of their operation; and a committee of management should be appointed at the court of quarter sessions or otherwise, but not necessarily to consist entirely of magistrates. By the joint action of those two authorities, the Government and officer and the committee appointed by the magistrates, I think that a thoroughly good regulation of the schools might be secured. I should add, that I should like to see them organised upon a system of agricultural employment, with a sufficiently large extent of land; and I should say, to allow an acre to every three boys, or every four boys, if there were plenty of other employment besides farming and gardening introduced. With regard to the difficulties of disposal, I think we have some prospect before us of those becoming much less than they used to be. Emigration, going on at the rate it does now, seems likely to produce a demand for labour and facility of employment, and openings for the engagement of boys of this kind, if they are tolerably well brought up, which in the course of a few years will enable a great number of such lads, if they are interfered with at a proper stage, while they are yet amenable to influence and can be converted, to be placed out advantageously in this country. Emigration would then be rather the exception for such boys than the rule; and that of course their age would make essential, because very young boys could scarcely be sent out as emigrants.

2824. What is the rate of expense that you think might be counted on?—It

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seems to me, that a school might be founded at some such rate as 20 *l.* per head, for the building and complete organisation of the school. I should like to add 10 *l.* per head, perhaps, for the purchase of land, as I should wish to have a sufficient extent, which would make the material first expense 30 *l.* per head; the after-maintenance, I think, would be managed for about 20 *l.* per head, upon any such number as 400. I would just mention to the Committee, that I think we have some reason to hope that there is not such an overpowering number of boys to be provided for as is sometimes thought. I have heard very large numbers stated; I have heard 30,000 stated; and I have heard lately, upon the authority of returns, as many as from 9,000 to 10,000 stated; the returns indeed seem to show, that there are from from 9,000 to 10,000 juveniles whose convictions apparently are first convictions in the country. I would refer to what I have already stated, with regard to the uncertainty which now obtains as to first convictions. I fully believe, that if these cases could be more minutely traced, it would be found that those which pass off as first convictions are more generally second or third convictions; I have very rarely had a lad in the Philanthropic School from the London districts, who did not turn out afterwards to have been imprisoned more frequently than he himself first confessed. It will be in the remembrance of the Committee that, in the year 1850, Mr. Neison, the celebrated actuary, laid some tables upon this subject before the Committee on Prison Discipline.

2825. Are those tables published in the Appendix to the Report of that Committee?—They are published in the Report itself. He took the number of reported first convictions, as the basis of the table; and he showed, by a very simple calculation, that if the returns were true, in the course of 40 years one-fourth of the population would be criminal, which is impossible; we know that this is not the proportion; that the proportion is not even one in 10; more likely not one in 20. It is clear, therefore, that those returns must be delusive; and that we may take 5,000, I think, as very much nearer the number of boys that we should really have to provide for than 10,000 or 11,000; 5,000 is a manageable number. Such schools as I have been proposing to admit 400 or 500 to, would be sufficient, if 10 or 12 of them were carried out; and there would be no great difficulty, I believe, in organising and carrying out that number. I would add, as a very desirable thing in connexion with these schools, that there should be some power of removing the incorrigible and hopeless, without discharging or returning them upon the world. That would be pretty well provided for if there were a good ward or department in the institution itself to which these boys could be sent. At Mettray, there are 20 separate cells in the separate department. I should desire also to see, in connexion with these schools, a power of taxing the parents of the children in every possible case towards their children's maintenance while in the reformatory school; this power to be exercised at the discretion of the magistrate or the judge, and to be carried out in the manner which has been suggested by former witnesses.

2826. Viscount *Barrington.*] Do you think that could be applied to an agricultural district?—It would be very difficult to apply it there; but my opinion on that point is, that the number of cases of juvenile delinquency in the agricultural districts is scarcely one-tenth of the whole. It is an evil of great towns; they are the seats of juvenile delinquency; and their inhabitants are the people we have chiefly to look to in our legislation.

2827. Have you any other suggestions to make?—I should like to see some more effectual control exercised over marine storekeepers, with regard to the purchase of goods from children; over lodging-houses with regard to their reception of juveniles, or lodgers under a certain age; and, still more, over those most crying mischiefs the singing-rooms and small unlicensed playhouses, of which London, Liverpool, &c. contain so many. I was struck, the other day, by seeing an advertisement with regard to a large saloon in London; it was an immense bill, and the attractive part of the announcement was, "Come and see the D—l." The subject of entertainment on that night, and for some weeks, for it seemed to be a very popular representation from the length of time it remained on the bills, was the person, character, and habits of the devil! I should like also to see some power given for the adoption of what we call the Aberdeen system, in every town whose size would render it practicable.

2828. Do you mean the ragged school system?—The principle of magistrates compelling the attendance of children at ragged or industrial schools willing to receive them. In very large towns that would be inoperative, from the difficulty

culty of enforcing the attendance; in small towns, it would seem to be very practicable. I should like to see, also, a considerable extension of grants, in aid of all classes of ragged and industrial schools, from the Committee of Privy Council, accompanied, at the same time, with a power of inspecting them.

2829. Sir *J. Pakington.*] Have the greater part of the boys who have come to your establishment at Red Hill been convicted of repeated crime and of aggravated crime?—Not the greater part. I can give the exact data for the last 12 months. Out of 154 boys who were admitted in the year 1852, 50 had never been in prison before; 32 had been in prison once before, according to their own account; 14 had been twice in prison before, 40 had been thrice and upwards; some of these, chiefly those very young and under sentence of transportation, had been in prison as many as six times.

2830. By whom have the boys been selected for your establishment?—A certain portion of them are selected by Captain Williams; some of the very young boys, who are under sentence of transportation, are selected from the Milbank Prison, and recommended to us by Captain O'Brien; and the remainder (about a third of our admissions) are received on the application of their parents, or upon their own application as being orphans and destitute.

2831. From your last statement, are the Committee to understand that you have many boys who have never been convicted at all?—No; we have had now and then one or two boys whose cases I could not bring before our committee to be formally adjudicated upon, because, strictly speaking, the rules of the school excluded them; but whose parents paid for their maintenance, and whom the committee allowed me to receive without bringing their cases before them.

2832. Has your experience at Red Hill made you sanguine as to the beneficial effects of a reformatory school?—Yes; and I may say especially if the great difficulty we have to contend with were removed, and the boys were put under our treatment at a sufficiently early age of their career.

2833. Have you reason to think that your system at Red Hill has, from the difference of the circumstances, been more reformatory than the system which you were enabled to pursue previously, when you were in London?—Very much so.

2834. And you are therefore favourable to the experiment of having these establishments with land attached?—Certainly. In an institution with walls, and with any great degree of mechanical restraint, the power of voluntary action cannot be developed; and after all, it is that on which a young person's reformation depends. You may mould him into certain habits for a time; you may force or persuade him to a certain hypocritical appearance for a time; but those things pass away when he goes back to the world, unless you have been enabled to infect him with good principles of action.

2835. Mr. *Fitzroy.*] None of your boys have gone back to the world?—They are going back daily to the world.

2836. Do they not all emigrate?—No. Out of 104 who have left us during the last six months, only 63 have emigrated.

2837. With respect to those who have gone back to the world, have the reports you have received been satisfactory?—Yes, in a considerable proportion; and more so than I had hoped. Some Government boys whom we received two years ago, and whose parents and friends interfered, after they had been with us some months, to get them back again, and whom I reported to the Home Office in my quarterly report as having relapsed, I am happy to find, from recent inquiry, have not relapsed, but are going on very steadily and hopefully. Out of six cases that I have lately inquired into, I am happy to find four of that character.

2838. Sir *J. Pakington.*] Do boys come to you for definite periods, or how is the period of their detention determined?—They come for indefinite periods; boys under conditional pardon, until they receive their discharge; boys who are placed there by their parents, until they wish to withdraw them; and boys whom we take at their own request, as long as they are themselves induced to continue. The general criterion for their discharge is their improvement.

2839. In the case of a conditional pardon, do you report to the Home Office that you think a boy is ready for departure, and is he then disposed of?—It is left to my discretion. The boy is disposed of first, and reported upon afterwards; but in general I am in such close communication with Captain Williams on the

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subject of those boys, that I should make him acquainted with the fact that they were going.

2840. Mr. *Adderley.*] What is your opinion of the practicability of having similar reformatories for girls?—I should think it highly practicable, and very desirable.

2841. From your knowledge of the character of these boys, do you think that such institutions could be joined to reformatories for boys, or must they be at a distance from them?—I would have them quite separate.

2842. Do you see any difficulty in having them so near, that the two might supply each other with work; as, for instance, the girls washing the boys' clothes, and so on?—It is advisable, I think, that they should be entirely distinct. There is always a certain degree of excitement and attempts at communication when boys' institutions and girls' institutions are in connection with each other. I would rather see the boys and girls, if they were young enough, mingle together in the same house, as you may see them on some parts of the Continent and in day schools in England; but they must be very young to admit of that.

2843. You draw the distinction, that although the two might be under the same roof in a pauper school, yet that in a criminal school you consider the circumstances so far different as to necessitate separation?—I have never had any experience in a pauper school, and I do not know whether any inconvenience has resulted from it. I speak from my experience in the Philanthropic School, London, where we had the girls on one side of the wall, and the boys on the other, and I know that considerable inconvenience was found.

2844. Mr. *J. Ball.*] You have stated that you consider the present scale of dietary at Red Hill not more than a suitable allowance?—I have.

2845. Costing, on an average, about 4*s.* a week?—The cost is just about 3*s.* 6*d.*

2846. Have you compared the dietary which you give with that of the labouring classes in the same neighbourhood, and the dietary of the labouring classes in other parts of England?—I have.

2847. Is it not considerably above the ordinary scale of dietary of the labouring classes?—It is not above the scale for working lads; it is considerably above the scale which the children of a working man would have. But the boys at Red Hill are from 12 to 18 years of age, and are all employed in positive labour; they labour in the field on the average eight hours a day; and I think we should never have maintained the remarkable degree of health that we have enjoyed, if it had not been for a tolerably good dietary. The dietary consists, as it is now, of meat only twice and a half in a week, the half being in soup.

2848. Is it therefore your opinion that that dietary, being required to maintain the boys in full health, could not materially be reduced in other similar establishments?—Some little difference would arise from the locality in which the school was formed.

2849. The scale you have fixed for maintaining that expense is one not fixed with relation to the peculiar circumstances of your boys taken from the metropolis, but what appears to be desirable, considering the life they are to lead?—I would not say that; I would say that some modification would be practicable according to the locality in which the school is founded, and according therefore to the previous habits to which the boy's constitution has been accustomed.

2850. You suggest that Government should bear, not only half the expense of erecting buildings, but half the expense of the establishment, and the maintenance of boys in such schools?—Yes.

2851. Do you make that suggestion simply for the object of inducing persons having local influence more readily to adopt such a system; or does it appear to you to be right in itself that the community at large should be charged with the expense of their maintenance?—I recommend it on both grounds; I think it would materially facilitate the formation of such institutions, and I think it would be a just arrangement, because both the State and the locality would economise by the reformation of the boys; they would both be spared the expense which would otherwise fall upon them, and therefore might very well be called upon to contribute equally to the cost of the preventive process.

2852. With reference to the future disposal of the boys, you mentioned that not much more than one half your boys at present emigrate. If circumstances at home should create a further demand for the labour of such boys, is it your impression that the great majority might safely be put to employment at home?—Yes, if they were taken in hand young enough as to their progress in crime.

2853. Under the circumstances in which your school is at present in operation, would you not think it safe to send the great majority out to employment in England?—I should say not. Rev. S. Turn 18 March 18

2854. You expressed a wish that there should be increased control over marine storekeepers, lodging-houses, and singing houses or penny theatres; have you heard the evidence of other witnesses?—I have heard some of the evidence; I heard the evidence of Captain Williams the other day.

2855. Have you any practical suggestions to make on that subject?—I should not venture to offer practical suggestions upon the question of what legal measures should be taken for the purpose of repressing the evil; but, as far as I have heard what has been recommended on that point, I thoroughly concur in it

Lieutenant-Colonel *Joshua Jebb*, called in; and further Examined.

2856. *Chairman.*] YOU were examined before the Committee last year?—Yes. Lieut.-Col. J. J

2857. Have you any further information to give the Committee on the subject of Parkhurst?—I wish to put in a draft report of the governor and chaplain of Parkhurst, which contains all the information since the year 1852 (*the Witness delivered in the same*).* * *Vide* Append

2858. What is your opinion of the success that has attended Parkhurst, with regard to the system on which it has been lately proceeding?—The effect of the changes that were made in giving more industrial employment and less schooling, and in adding to the incentives to industry and good conduct, have been very marked indeed; and those effects will be best explained by referring to the extracts I have put in.

2859. Sir *J. Pakington.*] When were those changes made?—About two years ago.

2860. *Chairman.*] Is there anything you wish to add on the subject of Parkhurst?—I am anxious to correct any misapprehension that may exist in consequence of statements that have been made as to Parkhurst being a failure.

2861. You are aware that one of the witnesses has used that expression?—So I understand. It is not only in justice to myself, who am responsible in a great measure for the discipline now in force at Parkhurst, but also in justice to the officers who are there employed, and are devoting their entire lives and energies to carrying out the intentions of the Government, that I wish to correct such a misapprehension; I think it due also to the prisoners themselves. Parkhurst was established as a model of discipline for penal schools, but it has been held up as an object to be avoided instead of to be followed. Parkhurst has been so vilified, if I may use the expression, for some years past (with what object I do not pretend to say), that the whole of the criminal boys who are there will suffer from it; and now that there is a prospect of a great proportion of those boys being released in this country, I believe that the impression which has already gone abroad will very seriously interfere with their future well-doing. My belief is, that if Parkhurst were examined by the gentlemen of this Committee, or any others who went with unprejudiced views, anxious to look at it as a prison, combining the punishment due to the offence with the reformation of the offender, they would be inclined to say (as I have stated before in my evidence) that there was less penal restraint about it than perhaps was necessary for the penal objects of the place. At all events, every possible effort consistent with penal objects has been made with a view to the reformation of the offenders, and I do not hesitate to say that these efforts have been attended with signal success. The boys at Parkhurst are well-behaved, industrious, and cheerful; they acquire habits of industry, and have confidence in their officers. There is no part of the discipline of Parkhurst, so long as it is to be considered a prison, in which I could suggest any material alteration.

2862. You are speaking of the present state of things, since the alteration two years ago?—Yes.

2863. Is there any further alteration which you would suggest as expedient?—That would depend upon the view that might be taken by the Government as to maintaining its penal features. It is so close an approximation, as it now stands, to an industrial school, that I hardly know what relaxations could safely be introduced. I know of none that would not create difficulties of another class.

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2864. You are not at present prepared to advise any alterations with the hope of further improvement?—I should not, so long as the distinction is to be maintained between crime and poverty.

2865. Do you consider it advisable to keep up that distinction?—Certainly.

2866. Then you would advise that the distinction should be retained?—Certainly.

2867. Assuming it is to be retained, the present system of Parkhurst is as good as it can be made?—That is my opinion.

2868. You are aware that the principal object of the Committee is, to obtain practical suggestions for the improvement of the present system of treatment of criminal and destitute children. Have any suggestions of that description occurred to you which you wish to submit to this Committee?—I have already given some evidence bearing on that subject; and further consideration of all that I have heard or seen since does not alter the opinions I have before expressed. I can perhaps give, in a concise form, a summary of the recommendations that I have made at different times.

2869. Those are the recommendations you now make to this Committee?—Yes; first, as regards the Destitute, I think that district industrial schools should be generally substituted for union schools, the Government contributing towards their erection a certain fixed sum, proportionate to the amount of accommodation which is provided. With this view the provisions of the 7 & 8 Vict. c. 101, and 10 & 11 Vict. c. 83, should, I conceive, be made compulsory, instead of being only permissive. Secondly, that the attendance of children who, though infesting the streets, are neither within the provisions of the poor law, nor within the grasp of the criminal law, as at present administered, should be rendered more or less compulsory. Some slight alteration of the Vagrant Act, and the practice of committal for want of sureties, occur to me as affording facilities for this object.

2870. What alterations of the Vagrant Act would you suggest?—I do not feel competent to offer any suggestions upon alterations that might be made in the law; I would merely indicate the objects which I think have to be provided for, namely, to take the children who are neither under the power of the poor law, nor under the criminal law, and in some way obtain their attendance at school; that is to say, supposing a father is supporting himself by thieving, and is encouraging his children to thieve; they are in the streets, and are not within the power of the poor law, because the father is not chargeable to the parish; they are not within the power of the criminal law, because the children are not detected, but they are known to be engaged in crime. If those children could be in any way compelled to attend school it would be a great object gained, but I could not say how this could best be effected.

2871. What do you think of the suggestion of some such power as that which is exercised at present in Aberdeen?—That is the sort of power I should contemplate.

2872. That which has been spoken of by Mr. Thomson?—Yes.

2873. Mr. *Fitzroy.*] That would be to take possession of all the children who were found loose in the streets, and compel them to attend the school?—Practically, that would be the object, but it might be difficult of attainment. Thirdly, I should advocate large discretionary powers being placed in the hands of the magistracy; this would enable them to deal with the cases of boys detected in crime, and with a view to avoiding a sentence of imprisonment, they might (if I may use the expression) commute it into a lengthened period of attendance at school; this, I conceive, would practically meet the cases of boys who might fairly be considered to have acted *sans discernement.* I do not think, however, there are many boys of 14 and upwards in this country who do commit crime *sans discernement.* Still the exception might be provided for.

2874. This would be in the case of the first offence?—Yes.

2875. You heard the evidence of the last witness?—Yes.

2876. You differ with the opinion of Mr. Turner, that, upon the first conviction, a juvenile delinquent should be sent to undergo a short and sharp imprisonment?—Not at all. I have already stated in my reports for the last two years, that I consider the first offence would be very well punished by a few days' solitary confinement and a whipping.

2877. You are now dealing with first offences?—I was referring to those among the destitute class who were detected in a crime, and especially those brought up for a first offence.

2878. Mr. *J. Ball.*] You wish that a discretion should be exercised?—Yes; the

the magistrate, at his discretion, would send them to school or give them a whipping. With regard to boys detected in serious crimes, and who under the circumstances could not fairly be shielded from punishment, some other provision than an industrial school would be required. With this view, I have advocated the establishment of district penal schools or prisons, to be erected and maintained at the expense of the Government, on the principle recommended with reference to adults by the Committee of the House of Commons of 1850. I should wish to see power in the hands of two magistrates, to commit juveniles for periods of at least a year to such establishments, reserving the most serious crimes to be brought before the quarter sessions in the usual manner. But I assume that, on the recommendation of the same Committee, separate confinement in the county prison before trial would be carried out; so that a boy, though committed to prison, would not be exposed to its contaminating influences.

2879. Mr. *Fitzroy.*] Do you propose to assimilate penal schools to the system now pursued in Parkhurst?—Exactly. Fourthly, I should recommend that the management of industrial schools should be under effectual local jurisdiction, subject to the inspection of Government; the management of the district penal school to be under the entire control and responsibility of Government. Fifthly, as district industrial schools and penal schools will not provide for all cases, individual efforts and benevolence should be encouraged, with a view to establishing ragged, feeding, and industrial schools on a small scale, to fill up the vacuum. To all such establishments I should recommend that grants of money and assistance, proportionate to local efforts, should be made through the agency of the committee of council, without the imposition of such restrictions as will prevent their deriving the aid they require and deserve. Sixthly, with regard to the system of discipline for district industrial schools and district penal schools respectively, if the routine of the industrial schools be determined on, the routine of the penal schools would require to be of a more stringent character. Notwithstanding any evidence to the contrary which may have been laid before this Committee, I entertain the opinion I have already expressed, that if any distinction is to be made between poverty and crime, the discipline as carried out at Parkhurst cannot be materially altered, either with a view to its being rendered more stringent, or more closely approximating to an industrial school.

2880. You have heard something about drawing out voluntary action on the part of juvenile criminals. From your experience, do you attach much importance to the development of this principle?—It is really a subject upon which I do not feel competent to speak, for it conveys no very definite or practical idea. At Parkhurst Prison boys must be under a great degree of control; elsewhere they may probably be allowed to do as they like.

2881. In what way does the system now pursued at Parkhurst impede this voluntary action?—I do not think that a suitable and proper course of instruction is impeded at all. There exists great scope for voluntary action in industry, in pleasing their officers, in attention and diligence at school; and the boys are encouraged and assisted in every possible way.

2882. Does the sole difference between the two systems consist in a greater facility for escape in the one establishment than in the other?—There are great facilities of escape at Parkhurst, for the forest surrounds the farm on two sides. From mischief or from restless habits, the boys a few years ago got a habit of running away; the people in the neighbourhood became alarmed; complaints were made to the Secretary of State; and, as the barracks were hard by, I suggested that a few sentries should be disposed along the edge of the forest, in order to prevent their doing so.

2883. Are you sufficiently acquainted with the two systems to be enabled to explain to the Committee the different points in which the voluntary action is impeded or encouraged, either in the one or the other?—I am not sufficiently conversant with the system pursued at Red Hill to answer that question.

2884. Mr. *Adderley.*] Are the two kinds of school which you propose pretty well represented by the institutions at Red Hill and at Parkhurst?—As far as the principle goes, I think they are.

2885. Is there any material difference in your views as to the nature of these two schools, from that which is embodied in your evidence of last year?—I think not.

2886. You have not seen any reason to change your opinion since the evidence you gave in June last?—I retain the same favourable opinion I had of Parkhurst.

Lieut.-Col. *J. Jebb.* hurst. I do not know sufficient of Red Hill to speak of the details; they will be best understood by reference to the Reports.

18 March 1853. 2887. What material addition or alteration has been made by your present suggestions to those which you have before made?—I am not aware that I have made any.

2888. Mr. *Fitzroy.*] You still entertain the opinion that it is desirable that the criminal and destitute should not be mixed up in the same establishment?—Yes.

2889. *Chairman.*] Has further observation and experience confirmed the opinion you expressed to the Committee?—Yes.

2890. Has your attention been very closely directed to the subject, especially since you were examined?—Yes.

2891. Mr. *Adderley.*] What is the kind of criminality which you contemplate in the class which you would send to a penal establishment, and not to an industrial establishment?—That, I conceive, should be left very much to the discretion of the magistrate. I consider it of importance that magistrates should have a large discretionary power as to the kind of establishment to which a juvenile offender should be sent.

2892. Do you, in any case, contemplate sending children detected in first offences to a penal establishment?—It would depend a good deal upon the character of the boy, and the character of his offence. I think it would be dangerous to lay down any fixed rule as to the number of offences, or the age; but the magistrates stand in such a high position in this country, that they might safely be trusted with a discretion in such a matter, where the object really is to educate and do good to the boy, and not simply to punish him.

2893. Do you contemplate children who are only neglected and poor being sent to ragged schools, children who are detained for slight offences being sent to industrial schools, and children who are more incorrigible and more criminal being sent to penal establishments?—With regard to ragged schools, and those which are supported by voluntary contributions and benevolent efforts, I should wish to see children induced to go to them as at Aberdeen; or that there should be power to get them to some recognised place of instruction, and to detain them there as long as might be necessary.

2894. Will you describe clearly the different characters of children you would send to the three different establishments?—The ragged school might receive principally all those children who are infesting the streets, and who ought to be, though they are not, within the provisions of the Poor Law. The industrial school would take the same class of children, and those who were brought before magistrates as being engaged in criminal courses, but whom they did not think it expedient to send to a penal school. The penal school would be for those brought up for crimes, who, in the discretion of a magistrate, were more fit for the penal school than the industrial school; and the more serious crimes should go before the quarter sessions.

2895. How would those who were convicted of more serious crimes be treated?—They would be committed to prison for trial, and would be tried in the usual way at the quarter sessions.

2896. Such a prison not being like Parkhurst, but an ordinary prison?—Yes.

2897. What is the lowest age at which you would send a child to an ordinary prison?—It is difficult, as I have just said, to fix a limit as to age. There is a precocity about these children which causes a great distinction between individuals of equal ages, so that age is no standard.

2898. On an average, what age would you suppose to be the lowest?—I should say about 14 years.

2899. Mr. *Fitzroy.*] You have been understood to state that the industrial school will comprise the destitute and the criminal in the same establishment?—No; what I wished to state was, that it would meet the views of those who say that many of these children commit crimes *sans discernement*, if they were pardoned, and, in the eye of the law, not regarded as criminals.

2900. Still you do contemplate sending to the industrial establishment, juveniles who have been charged and convicted before a magistrate?—Yes; under the conditions I have before explained.

2901. You were understood to state that you would not contemplate, under any circumstances, placing the destitute and the criminal in the same establishment?—If a magistrate, in the exercise of his discretion, sent a boy to an industrial

industrial school, it would not be as a criminal, but as one that had been pardoned. Lieut.-Col. J. J

2902. Would he have been convicted of some offence before a magistrate?—In the strict application of the term he would, but practically there is but little difference between boys in the miserable classes which are now under consideration; and I do not think much moral wrong would be inflicted by a magistrate who forgave an offence against the law, and sent a boy who had been brought before him, to be instructed among others who had not been brought before him. It would be a great object not to multiply establishments between which it really would be impossible to draw the slightest distinction in the treatment. 18 March 185

2903. Would he, in fact, have been convicted before a magistrate?—He would have been brought before a magistrate, and the offence might be proved; but the magistrate might forgive him his offence, and send him to the school instead of sending him to prison.

2904. Mr. *Adderley*.] According to the administration of the law under the new system which you contemplate, would not many of those who are now convicted before a magistrate cease to be so convicted?—Yes, in the ordinary use of the term; that is, they might be forgiven.

2905. Mr. *Fitzroy*.] You contemplate the magistrate finding him guilty of the offence, and in consequence of finding him guilty of the offence, sending him to the industrial school?—Yes.

2906. Then, in point of fact, according to the existing acceptation of the term, will not the boy be a criminal convicted before a magistrate?—Yes. I presume he must be convicted before he can be forgiven.

2907. How do you reconcile that statement with your answer, that under no circumstance would you place the destitute and the criminal in the same establishment?—There is, perhaps, a little apparent discrepancy in that; but what I wish to convey is, that the boy being assumed by the magistrate to have committed the crime without a knowledge that he was committing a crime, he would forgive him that offence, and send him to an industrial school instead of to a penal school. I am, however, clearly of opinion, there should be an establishment for those who are recognised to be criminal, and convicted as such, and those who are simply recognised as destitute.

2908. You would treat the two classes differently when they were in the same establishment?—No; I think it would be a great point not to create a distinction. If an offence be forgiven, there is no reason why such distinction should be made.

2909. Then do you contemplate that a boy convicted of a first offence will be put in no worse position, and undergo no greater punishment, than a destitute boy who is in the same establishment?—I have recommended that in cases of first offence whipping should be tried, with committal to the common prison for a day or two. It would be a better means of deterring from crime than anything I know of in the way of summary justice.

2910. For a first offence you contemplate giving the magistrate a discretion to say, "It is your first offence, and consequently we will overlook it altogether"?—That is what I mean.

2911. Mr. *Adderley*.] And that in those cases no idea of criminality should attach to the boy?—Yes, that he should be forgiven the offence, on the plea which is urged that he acted *sans discernement*.

2912. Mr. *Fitzroy*.] In point of fact, you do not contemplate affixing any penalty whatever, or altering of the boy's condition in any respect, in consequence of a first offence?—Exactly.

Captain *William John Williams* called in; and further Examined.

2913. *Chairman*.] DO you wish to make any addition to the evidence which you gave on a former occasion as to lodging houses?—I do. I have visited many lodging houses since my examination; and I find they are, almost without exception, registered; but I find that the police have no power of interference with their inmates. I also find, with regard to the recommendations that I made in respect to the erection of model lodging houses for the humbler or lower classes of society, that one has been established, which I have visited, in Great Peter-street, Westminster. Capt. W. J. Willia

2914. Mr. *Fitzroy*.] When you say that the police have no power of interfering

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fering with them, do you mean that there is no penalty for the infraction of the regulations?—Undoubtedly not; but those regulations are sanitary, and not affecting the morality of their inmates. I wish merely to mention, that I visited this establishment in Great Peter-street, Westminster. It contains 117 beds, and the average number who sleep there nightly is 96; it was intended especially for travellers, but many of the persons who have made use of it are mechanics of the better class, who have lived there from four to five years. I notice this to show that criminal or vagrant boys, seeking lodgings, never resort to respectable houses or institutions, however superior they may be in comfort and cleanliness. The average number of boys received here, whose ages did not exceed 18, averages only four a night. The charge is 3*d.* a night, or 1*s.* 6*d.* a week. This establishment appears remarkably well managed, and is self-supporting; but like many others for bettering the condition of the humbler classes, is made use of by people of a grade superior to those for whose peculiar benefit it was instituted.

2915. Viscount *Barrington.*] You mean that it was used by people in better circumstances, who ought not to go there?—Yes.

2916. *Chairman.*] Has your attention been directed to a report by Captain Hay, with reference to the operation of the Common Lodging House Act?—I have not had an opportunity of reading it; I have seen Captain Hay, and I am aware that there is such a report; indeed, I have it in my possession.

Veneris, 8° die Aprilis, 1853.

MEMBERS PRESENT.

Mr. Miles.	Mr. Monckton Milnes.
Sir William Jolliffe.	Viscount Barrington.
Mr. Cornwall Legh.	Lord Lovaine.
Mr. Adderley.	Sir John Pakington.
Mr. Tatton Egerton.	Mr. Fitzroy.
Mr. Robert Palmer.	Mr. John Ball.

THE RIGHT HON. MATTHEW TALBOT BAINES, IN THE CHAIR.

William Wolryche Whitmore, Esq., called in; and Examined.

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2917. *Chairman.*] YOU reside at Dudmaston Hall, near Bridgenorth, in the county of Salop?—Yes.

2918. You formerly represented Bridgenorth in Parliament?—Yes.

2919. Have you taken an active part in the establishment and management of the district school of Quatt?—Yes, from the earliest formation of the union; it was originally the workhouse school of Bridgenorth Union.

2920. Where is Quatt?—Quatt is a small village between three and four miles from Bridgenorth, on the Kidderminster road.

2921. When were steps first taken for the establishment of the district school at Quatt?—In 1851.

2922. Was the object to establish a district school there, under the 7 & 8 Vict. c. 101, for several unions?—Yes; four unions are included in it.

2923. Will you name them?—Bridgenorth Union, Cleobury Mortimer Union, Seisdon Union, and Madeley Union.

2924. Were those unions combined into a school district by the Poor Law Commissioners for that purpose?—Yes.

2925. And steps were taken for the establishment of a district school under the Act for the district of Quatt?—Yes.

2926. Did you take a very active part in the change that then took place?—Yes; I was a good deal consulted.

2927. And you have ever since taken a very lively interest in it?—Yes.

2928. Will you describe to the Committee the objects to which you first directed your attention?—The object is, in a great measure, to make it an industrial school. I should mention, perhaps, that in the year 1845, before the formation of the union, we had made it an industrial school, and therefore we had

had had some experience in that mode of instruction; and it was in consequence of having made it industrial, that the formation of the district took place, others being interested in that species of education.

2929. It was made a district school under the 7 & 8 Vict. for the first time in the year 1851?—Yes.

2930. Upon the original formation of the Bridgenorth Union was the school separated from the workhouse?—It was.

2931. Where was the workhouse?—The workhouse was at Bridgenorth.

2932. And the school at Quatt?—At Quatt at that time.

2933. In the year 1845 you applied to the Poor Law Commissioners for their sanction to establish the system of industrial education at Quatt?—We did, adding to it four acres of land.

2934. It has continued as the school of that one union till the year 1851, when it was made a district school for the four unions?—Yes.

2935. On what ground did you make the separation in the first instance?—We made the separation, in the first instance, conceiving that it was very desirable to remove the children from the influence of pauperism, and to have a separate establishment for them; and, not undertaking at that time to erect a large building, we converted the old workhouse into a poorhouse, and we took the building which was at Quatt as the workhouse of Quatt parish for the establishment of the school.

2936. Mr. *Adderley.*] Did the original Poor Law Act empower you to do that?—I conclude that it did; it was done under the direction of the Commissioners, and with the recommendation of the Assistant Commissioner, Mr. Day, who had a very strong feeling on that point.

2937. *Chairman.*] What is the number of children now in the school at Quatt?—According to the last return I have, it is 130.

2938. Boys and girls?—Yes; about 65 of each. That is a return which I got two or three days ago.

2939. Have you been fortunate in a superintendent of the school?—Particularly so.

2940. How long has your present superintendent been in office?—From the original establishment of the school at Quatt.

2941. Then the whole of the industrial training, together with the improvements it has undergone from time to time, have been under his superintendence?—Entirely.

2942. What is the description of discipline which is exercised with regard to the children?—Those children who are able to work, are employed about half a day in labour and half a day in education.

2943. What kind of labour?—Entirely in gardening or farming, or a mixture of the two.

2944. What quantity of land have you?—We have at the present time 9¾ acres of arable and 2¼ acres of grass.

2945. Does that appear to you to be a quantity of land well adapted to the purpose?—It is quite as much, or rather more, than we are able to work with the children we have, because so many of the children are infants. The proportion of the boys, out of the 130 children, who are able to work, is small.

2946. Lord *Lovaine.*] How many are able to work?—Of boys we have only 10 efficient workers, and seven secondary workers. We bring them in as soon as possible; but of course they are not able to dig or do hard work until they have arrived at about 12 years of age.

2947. *Chairman.*] Do you think that rather more than one-half of their time is occupied on the land?—That is the general rule; but of course it is subject to some modifications; for instance, if there is a great deal of work to be done in getting the seeds into the ground, or in getting the crops out of the ground, more time is taken for labour, and less for education; and that is made up at other times of the year, or in rainy weather, according to the discretion of the superintendent.

2948. What is the description of other education that is given?—It is chiefly rudimentary; we teach reading, writing, and arithmetic up to the rule of practice, geography, and some little general knowledge; but our object is, not to go to any great extreme in education; we are satisfied with rudimentary education.

2949. It is a school of course under poor-law inspection, and also under the inspection of the Committee of Council?—Yes.

2950. In your judgment, what has been the effect of the system of education

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which has now been in practice so many years?—I think it is admirable; I think nothing can be better for that class of persons.

2951. How would you describe the effects which you have particularly observed?—I should say that it converts children who otherwise would become paupers, into, in all human probability, a good description of independent labourers; the children improve in character, and they improve very much in appearance, and in physical power; and their improvement is much more immediate than I should have expected, and it is carried to a very great extent; the children are happy and contented, and they are healthy and most anxious to get situations for themselves.

2952. Do you find that situations can be obtained for them?—Easily; the difficulty we have is, to keep them long enough for work.

2953. Does that observation apply both to girls and boys?—Yes; in speaking of the work, I should mention that the girls do all the household work; they attend, in a certain degree, to the cows; they are taught milking; they are taught baking; they are taught all the work of the laundry; washing, ironing, scouring the house; cooking, as far as our simple means will admit of it; and every species of household work which can be learned in such an establishment, besides working in knitting stockings.

2954. Lord *Lovaine*.] Needlework?—Yes.

2955. What are the other industrial occupations of the boys, besides those which apply to land?—We have full occupation for them on the land; pigs and cows are kept; they have the feeding and management of the cattle and animals of various kinds; and they are occupied on the land; we have not enough labour for that purpose.

2956. Have you any tailoring?—No; we do not attempt it.

2957. In your system do you find it practicable to preserve perfect order?—In a most extraordinary way, I should say; there is a singular absence of all severe punishments; they very rarely occur.

2958. Your treatment is kindness?—Perfect kindness, but still perfect order.

2959. Have the results you have described been developing themselves more or less, in your judgment, ever since the system of industrial training was introduced?—That is decidedly my impression; we did not, in the first instance, keep an account of the children who went out; therefore I am not able to show the number who have turned out well; but my impression is, that a large proportion have turned out admirably.

2960. Has the result of your experience during all these years been to confirm the opinion which you originally entertained as to the tendency and probable effect of such a system?—It has not only confirmed it, but considerably exceeded my expectations.

2961. You say there was a time when you began to keep an account of what became of the children when they went out?—We did not begin it until we formed the district in 1851; I then gave orders to keep a regular account. I have an account of a great many children, but I could not give the per centage.

2962. You are now going on the principle of keeping such an account?—Yes. I should say, as an exemplification of it, that I have in my own employment, in various ways, three children who, their parents being of a very loose description, would probably have turned out ill, but they are now three of the best children I ever had to deal with.

2963. Your residence is near the school?—Very near.

2964. During the whole of this period, ever since the institution of the school as an industrial school, you have taken an active part in its management?—I have; I see it on most days.

2965. Do you wish to make any statement to the Committee as to the returns for the cultivation of the ground?—I can do so. I desired the superintendent to send me an account of the returns; and I see that, in the first instance, while it was under the Bridgenorth Union, he estimates the gross produce of the land at 13*l.* an acre; and his experience is confirmed by the result also under the district school; for although 9¾ acres are arable, and 2¼ acres grass, there is the same amount of about 13*l.* an acre gross as the return from the labour of the children from the land.

2966. What are the crops?—Almost entirely green crops. There are roots of various kinds; there is Italian rye grass. We scarcely attempt anything like grain,

grain, because the ground is too highly manured for it. There are potatoes for the house.

2967. What kind of soil is it?—A very good loam.

2968. Is your labour exclusively spade labour?—Yes; we have not moved the land as yet in any other way than by spade labour; but I am afraid, if we have not more children to work (if they continue to go off as rapidly as they have done lately), we must have recourse occasionally to the plough.

2969. You have used spade labour and liquid manure very much?—Very largely.

2970. Is the expense of the district school considerable?—It is very considerable, because the establishment charges are large, and they cannot possibly be reduced beyond a certain point. I have got an account of the establishment charges, which I will hand in, arranged under different heads, with the rations of the masters, necessaries, salaries, interest, rent, insurance, and sundries; and I find that the total establishment charges, including the interest of money raised for building, is 638*l.* The profit from the land is 160*l.*; that leaves 478*l.* as a charge on the unions for the establishment charges.

[*The Witness delivered in the following Document:*]

ESTABLISHMENT CHARGES for the SOUTH-EAST SHROPSHIRE DISTRICT SCHOOL, for the Year ending March 1853.

	£.	s.	d.
Rations:			
For superintendent and matron	35	15	11½
For assistant master and mistress	37	2	7½
For four domestic servants	57	8	5
Necessaries:			
As coals, candles, soap, soda, starch, &c., to the officers, and servants	6	9	10
Ditto - ditto - ditto to the inmates	68	3	8
Salaries:			
To superintendent and matron	40	–	–
To four domestic servants	30	–	–
To field labourer	26	–	–
To medical officer	20	–	–
To chaplain	25	–	–
To the clerk to managers	25	–	–
To the auditor	10	–	–
Interest:			
Interest on money expended on building	120	–	–
Rent:			
Rent, taxes, and other payments on land and premises	60	16	1
Insurance:			
Premium upon 1,000*l.* insured (about)	2	–	–
Sundries:			
As stationery, blacksmith, ironmonger, repairs, bedding, postage, &c. &c.	79	6	10
£.	638	3	5
Deduct:			
Profit derived from land	160	–	8½
£.	478	2	8½
Superintendent's salary of 85*l.*, and the assistant master's salary of 50*l.* is not included in the above account, but which are paid by the Council of Education	135	–	–

2971. Sir *W. Jolliffe.*] That is exclusive of maintenance?—Yes. The maintenance I can also give. The food and clothing of the children in the last year amounted per head per week to 2*s.* 1¾*d.*, or per annum to 5*l.* 11*s.* 7*d.* The food was 1*s.* 10½*d.*, and the clothing, 3½*d.* The addition that will be made, on account of the rise in the price of provisions, is estimated at 3*d.* per head per week; and therefore it will amount to about 13*s.* more per annum, at the present price of provisions, than it did last year. The total cost of a child, including

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establishment charges and food and clothing, last year was 13 *l.* 5 *s.* 7 *d.* per head, being 5 *d.* per head per week.

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[*The Witness delivered in the following Document:*]

AVERAGE COST of FOOD and CLOTHING per Head per Week for the Year ending March 1853.

	s.	d.		£.	s.	d.	
Food* - -	1	10 ¼	per week, or - -	4	16	5	per annum.
Clothing - -	-	3 ½	ditto - - -	-	15	2	ditto.
	2	1¾		5	11	7	

* This would be less, only that the wine, tea, sugar and other extras ordered by the medical officer are included in the above.

COST of FOOD and CLOTHING for CHILDREN from Nine to Fourteen years of Age.

	s.	d.		£.	s.	d.	
Food - -	1	11	per week, or - -	4	19	8	per annum.
Clothing - -	-	4	ditto - -	-	17	4	ditto.
	2	3		5	17	-	

Note.—The probable expense of boys from 16 to 18 would be—

	£.	s.	d.
Food, 2 *s.* 5 *d.* per week, or 6 *l.* 5 *s.* 8 *d.* per annum - - -	6	5	8
Clothing, 6 ¼ *d.** per week, or 1 *l.* 7 *s.* 4 *d.* per annum - -	1	7	4
Proportion of establishment charges per annum - - -	5	12	8
£.	13	5	8

* As a general rule, two suits are required per annum for each individual; but my opinion is, that if in a large establishment some of the inmates were taught to make and mend for the whole, the expense may be much diminished.

PRODUCE of a MILKING COW.

The average annual produce of a milking cow would be about 18 *l.*

	£.	s.	d.
Say 180 lbs. of butter, at 1 *s.* per lb. - - - - - -	9	-	-
And about 540 gallons of milk, at 4 *d.* per gallon - - - -	9	-	-
£.	18	-	-

2972. *Chairman.*] From the result of your experience, are you able to give the Committee any suggestions for the reduction of these expenses?—I am afraid I cannot do so; I think we have brought them to the minimum. Our great object has been to confine them within the narrowest compass, and I am afraid I can hardly venture to say that we can reduce them.

2973. A great part of the whole arises from the establishment charges?—Yes. One reason why the establishment charges are higher, as compared with the workhouses, is, that we do not employ paupers at all. The work of poor-houses is done very much by paupers; women with illegitimate children; and that we avoid.

2974. You mean for nurses?—Yes, and all the work that is done in the house. We employ independent women, in order to get rid of the taint of pauperism.

2975. What is your staff?—There is the superintendent, assistant master and mistress, and four domestic servants. Then there is one field labourer; medical officer, 20 *l.*; chaplain, 25 *l.*; clerk to managers, 25 *l.*; and the auditor, 10 *l.*

2976. Sir *W. Jolliffe.*] What is paid to the field labourer?—Ten shillings per week; but I expect that must be raised.

2977. Mr. *Miles.*] Of the sums you have given, what sum is paid to you by the Committee of Privy Council on Education?—£. 135; but that is not included in the 638 *l.*

2978. Then it would be plus the 638 *l.*?—Yes.

2979. *Chairman.*]

2979. *Chairman.*] £.638 is the amount which ultimately falls upon you?—Yes, with the exception of the profits arising from the land. There is 120*l.* paid for interest on building.

2980. Mr. *Miles.*] That is a gradually decreasing charge?—Yes.

2981. Mr. *Adderley.*] How many of the servants are boarded by the establishment?—They are all boarded.

2982. Does the field labourer get his board?—No; nor the chaplain or medical officer; but the rest are boarded.

2983. *Chairman.*] Does your experience lead you to think there is likely to be a considerable ultimate pecuniary advantage to the rate-payers from this better system of treatment?—There is, no doubt, a certain immediate larger cost to the rate-payers than there would be if the children were kept in a poor-house, because it is to a certain degree a double establishment; but the ultimate benefit is, that whereas children who are educated or trained up in a workhouse are very apt to continue paupers all their lives, and are almost certain to become paupers at some period of their lives, the children who are trained in an industrial school like this will never become paupers, as I believe, except in very rare instances.

2984. Does the paper which you are about to read to the Committee express your own opinion with regard to this subject?—Decidedly.

2985. You are going to read a report in your visitor's book, made by a gentleman who visited you on behalf of the National Society?—Yes.

2986. Did that gentleman very fully investigate the subject?—Very fully.

2987. And then he made a report which you say expresses entirely your own views and feelings on the subject?—Precisely. "As a casual visitor, I have this afternoon looked through the Quatt school; and being interested in testing the reality of merit ascribed to various methods of instruction at present current for the education of the poor, I have been kindly allowed to put a few questions on various subjects to the children. I cannot go away without recording how much I have been gratified by the result. I have rarely seen children of their age, and never of their circumstances, acquit themselves better, or in any way do greater credit to their teachers. But I am chiefly struck, not so much by the extent or variety of their attainments, as with the judicious character (a quality only too rarely to be found in schools of all kinds) of what appears to be taught them; and with the high moral tone which pervades the whole institution. The frankness, yet modesty of address and habits of attention among the children, bear strong evidence of this. In my opinion, the system pursued here is the most effective for diminishing pauperism that has yet been tried in this country. It is next to impossible that children brought up under such training can grow up paupers. The something which I have ever noticed in schools carried on in the union houses (of which I have seen some very efficient ones) that appeared to hang as a moral drag upon the children's advancement, is not observable here. I am so much impressed with the soundness of the principle upon which this industrial system is based, that I shall hereafter feel it my duty to promote the extension of similar schools, for the general non-pauper poor, to the utmost of my power. I believe this particular institution may be made a grand engine for the spread of practical education if a training department could be (on however small a scale) added to it, by which Mr. Garland might send out some practical schoolmasters like himself for our village and parochial schools. I have been much struck with the children's attachment to the place. (signed) *John J. Lomax*, Organising Master of the National Society, and Inspector of Schools for the District of Hereford."

2988. When was that report made?—Recently.

2989. Within the last year?—Yes; I think, about two months ago.

2990. You have stated that you contemplate the reduction of pauperism as a probable consequence of this improved system of training children?—Yes.

2991. In your judgment, is that effect likely to be confined to one generation of labourers, or do you expect that it will extend to successive generations?—It will extend to successive generations.

2992. Is not pauperism hereditary?—I think so, decidedly.

2993. Is it difficult to contemplate the extent of the benefit?—I think so.

2994. In your judgment, how far might these industrial schools be made self-supporting?—I have a strong impression that there is a power to make them self-supporting to a much larger extent than is done at Quatt. The difficulty we have in making it so is, that we have, as I have stated, only ten of the boys

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of the first class and seven of the second class who are able to work, out of 65 children; therefore it is a very small per-centage of those who are in the school who are able to work at all. Then, again, another drawback to making it self-supporting is, so much time is taken up in education. Supposing all the children who were in an establishment of this nature, or somewhat of this nature, looking more to reformatory schools or ragged schools, for instance; supposing that all the children who were in such an establishment were workers (that is, all about 12 years of age), and supposing they had all received the rudimentary knowledge of reading and writing, so that a considerable portion of their time was not taken up in education, I think that under a certain modification you might carry the self-supporting principle much further: and I can conceive the possibility, although perhaps not a very strong probability, of making it, under certain modifications, entirely self-supporting, but it must be taken always with those limitations; that the whole of the time of the children which could be devoted to work should be devoted to work, and they should be children of an age able to work.

2995. Sir *William Jolliffe.*] At Quatt, are some of the children of a very tender age?—Yes; we have them from four years of age and upwards. There are only ten who are able to do efficient work.

2996. *Chairman.*] Does it appear to you, from the experience you have had of industrial training, that you might hope to form a class of reformatory schools, in which the same principle might be carried out with advantage, and which might be more nearly self-supporting?—I have not a doubt that it might be done; but in order to do it, you must extend the system largely, and you must make it more a farm than a garden; you must have a sufficient area to work on, and you must have horse labour as well as spade labour. Supposing that were done, I can quite understand that with very good management, great economy, and great judgment, the establishment would support itself. I have drawn up an account in which I have shown how it can be done, which I will put in, if the Committee wish it.

2997. What is that document?—It is a private document which I have drawn up for my own satisfaction, to ascertain how far I was justified in speaking of this school as self-supporting. I am supposing a large farm.

2998. What size?—Three hundred acres; and I have given, on the one hand, what I conceive, judging from my own experience as a farmer, to be the expenses, and, on the other hand, what I conceive to be the returns; and I find that, if I am correct in my items, there would be support for 50 boys in such a farm, entirely upon the self-supporting principle, supposing they did not cost more, or much more, than the children at Quatt. I have taken 14 *l.* as the average expense of each child, and I find that there is a sum of 700 *l.* arising from the returns of the farm, applicable to their maintenance, and therefore able to support 50 children.

[*The Witness delivered in the following Document:*]

AN ESTABLISHMENT for REFORMATION of JUVENILES, including a Farm on a self-supporting Principle.

Farm, 300 Acres; 50 Meadow and Pasture; 250 Arable.

EXPENSES.	£.	RETURNS.	£.
Rent, at 30 *s.* per acre	450	60 acres of wheat, at 10 *l.*	600
Tithe and taxes	150	65 acres of wheat, at 7 *l.* 10 *s.*	487
Bailiff	50	Sheep and wool	350
Three adult labourers	100	Pigs	350
Horse corn	60	Cattle and milk	300
Seeds	80		
	150		2,087
Manure	100		1,300
	1,140		787
Interest on 4,000 *l.*, at 4 per cent.	160	50 boys, at 14 *l.* per head	700
£.	1,300	£.	87

2999. What

2999. What number of children do you think it is most advisable to take in an institution of this kind?—I should prefer to have 50 rather than 100. Supposing the object is reformation, I think it is exceedingly desirable to have a small number.

3000. Why would you prefer 50?—At Mettray, where they have a larger number, they divide them into households of 40 children; that is their practical experience; and my belief is, that you know their individual characters better, and are able to accommodate your system much better to 50 children, than you would if the number were extended much beyond 50.

3001. Upon the whole you would advise, in the formation of schools of this kind, taking some such number as 50?—Yes, in reformatory schools.

3002. Are there any other suggestions, upon the subject of reformatory schools, with which you can favour the Committee?—I have no experience myself on that subject.

3003. You have paid attention to it, and you took a part in the conference at Birmingham?—Yes; but I cannot say that I have had an opportunity of testing it by experience.

3004. Sir *W. Jolliffe.*] With respect to industrial schools, is it equally important that the number of children should be small?—If you come to a school like Quatt, I do not think it is.

3005. To what number do you think it might be extended?—I think you might extend it very largely.

3006. Lord *Lovaine.*] Do you think that a parochial school might be established on this principle?—I am afraid there is great difficulty in it; I hope it will be done in the end. The difficulty is, that the attendance of the children is not to be relied on, and that the moment an independent labourer sees that his child is able to earn something by work, he is very apt to take himaway, and make him work for himself. They have a jealousy of their working for any one else.

3007. Sir *J. Pakington.*] How many unions are comprised in your district?—Four.

3008. Your school is now in the same spot in which it was situated when it was devoted solely to the Bridgenorth Union?—Yes.

3009. What are the respective distances from the workhouses of those three additional unions to the school at Quatt?—I should say that Madeley was 14 miles; Cleobury by a practicable road is about 15 miles, and Seisdon, I think, is about 10 miles; but I am really speaking off-hand.

3010. Considering it of course as a school for poor-law purposes, have you found, since it has been a district school, any practical inconvenience from the distance of the school from the workhouses of the different unions?—No; inconvenience may have existed in the minds of gentlemen at a distance, but I have not heard of it.

3011. Can you tell the Committee whether workhouse schools are kept up in all or any of the workhouses, in addition to the district school at Quatt?—I have heard that they have done so; I have heard that at Cleobury, for instance, they continued an establishment for infant children.

3012. For infant children only?—I believe so, but I have not visited it.

3013. Can you tell the Committee, in the case of Madeley, what proportion of children were kept in the workhouse school, and what proportion were sent to Quatt school?—No.

3014. Have you heard whether the plan of retaining a portion of the children in the workhouse school has been adopted in the other workhouses of the district?—No; I cannot say that my attention has been drawn to it, more than its being casually mentioned by Mr. Symons with respect to Cleobury; I heard that he made a remonstrance to the Board of Cleobury as to their having done so.

3015. Do not you consider the question whether it is or is not in fact necessary to keep up a separate school in the workhouses very important, with regard to anything like a general adoption of the district poor-law schools?—Yes; but I doubt myself the necessity of keeping up schools in the poorhouses under those circumstances; and for this reason, that as soon as children are able to be instructed, there is no reason why they should not be sent to the district school at Quatt; if children come in for a short period, it is utterly impossible to do anything with them in education; if they come in under a month, for instance, you may attempt something of education, but you really effect nothing, and there is no object gained.

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3016. You have been understood to state that you think it unnecessary to keep up a workhouse school, because children of the most tender age might be sent to the district school when they were old enough to be taught anything?—Yes.

3017. Can you state what proportion of the children at Quatt School are bastard children?—The children at Quatt School on the 23d March were, 49 orphans, 43 children of widows, 21 deserted, and 20 illegitimate.

3018. You were understood to state that you did not know whether you have or have not at Quatt School all the workhouse children of the four unions composing your district?—That entirely depends on the Board of Guardians; therefore I am not able to give an answer to that question. I have been told that mothers have the power by law to prevent their being sent to the district school.

3019. With your knowledge of the working of the Poor Law, do not you apprehend in your own school, or in any of the large district schools, very considerable difficulty with regard to the disposal of bastard children, who come into the workhouses with their mothers?—I cannot say that we have found at Bridgenorth, where only I am conversant with the working of the Poor Law, any difficulty whatever. Whether difficulty is found in any other unions I am not able to state. The principle upon which we act at Quatt is, to receive all the children who are sent to us; and we do not necessarily make any inquiry as to the state of the children in the poorhouses.

3020. You have stated that Quatt School is only three miles from Bridgenorth?—Yes.

3021. And therefore the sort of difficulty which my question contemplated could not arise as between Bridgenorth and Quatt?—It is very likely there may be such a difficulty, but I am not conversant with it, because I do not know how many children are retained in the different workhouses.

3022. With your experience of the Poor Law, how would you propose, in the case of the unions which compose your own district, for instance, Madeley or Cleobury, to deal with bastard children coming into the unions with their mothers, there being a complete uncertainty of course existing with regard to how long the mothers might remain in the workhouse?—That is a matter for the discretion of the guardians; they must form their own opinion upon whether they are likely to remain or not. If they were likely to remain, I should send them at once to the district school; if they were not likely to remain more than a few weeks, I should not do it.

3023. In contemplating, as your answer does, that some considerable portion of the children of a workhouse would be likely to leave it again, and that it would not be worth while to send them to a district school, how would you propose to educate those children?—I hardly think it would be a large proportion; I think it would be a small proportion; but I am now really speaking speculatively, because I have not had much experience of it.

3024. Do not you think it might be necessary to keep up workhouse schools for children who would be unfit, from various causes, to be sent to the district schools?—I should have thought not, from the fact I have mentioned, namely, that those who are likely to remain ought to be sent to the district school, and that those who only remain for a short period there is not time to educate.

3025. Looking to the expense of these district schools, do you consider that in point of expense they would answer better, in proportion to the extent of the area embraced within a district, and that the larger the area the less would be the cost of the school?—Yes, I think so. I think the same establishment would probably do for 150 which would do for 120 or 130.

3026. From your experience at Quatt, would you recommend that districts should be larger than your Quatt district?—The difficulty of making them larger is the very difficulty you alluded to in the first instance of sending the children; otherwise, as a matter of economy, I should make them large.

3027. Of course, the difficulty to which I have adverted would be increased in proportion to the ratio that you increased the district?—Yes.

3028. Have you found at Quatt, that from the adjacent unions of Madeley and Cleobury there are frequent applications for children to be returned, on account of their parents leaving the workhouses?—Yes, there are frequent applications made to return the children. They generally come and take them out.

3029. Who take them out?—The parents or the friends.

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3030. You do not find that they are sent backward and forward at the expense of the unions?—I think not.

3031. In no case?—I do not remember an instance in which we have had to send them back to the unions.

3032. Are the Committee to understand you to state that the way in which that has worked has been, that upon a parent leaving the workhouse of Madeley, we will say, that parent has come to Quatt, 12 miles off, to fetch a child?—No, I do not exactly mean that. Supposing the parents were in the workhouse, and the children sent to Quatt, when they went back certainly the children would be returned to the union from which the parents were going out. But that has not frequently happened. Generally the children who have gone out have either had places found for them, or else they have been taken out by their parents or by friends; that has been the practical result. I cannot immediately call to my recollection an instance in which we have had to send children back, but such cases may occur.

3033. In such a case would you send the child back, or would the child be sent for by the union to which it belonged?—I do not remember an instance, and therefore I cannot answer the question. I could find out what has been the result, but I cannot state it from my own knowledge at this moment.

3034. How are the children sent to you?—The children are sent to us by the master of the workhouse, I believe, generally in a sort of spring cart.

3035. A spring cart kept on purpose for sending children?—I cannot say.

3036. How the children are restored to their parents you do not know?—I have no immediate knowledge of it.

3037. In the event of a general adoption of district union schools, you are understood to state that you think it would be unnecessary to go to the additional expense of maintaining workhouse schools?—So it strikes me.

3038. Mr. *Adderley*.] Had you much difficulty in establishing the district school at Quatt?—There was considerable difficulty in the course of its establishment.

3039. According to the present Act on the subject, does the establishment of such a district school depend upon the consent of the guardians?—Yes.

3040. It is rather an enabling Act than an imperative Act?—Yes.

3041. Do you think it advisable that any fresh legislation should make the establishment of such schools compulsory?—I think it is important, and I should be very glad to see them established by law. How far it may be advisable in the present feeling of ratepayers is another question.

3042. Did you find that the guardians were difficult to deal with, at each stage of the establishment of the school in 1836, 1845, and 1851?—I think that anything which causes additional cost is always looked upon in an adverse light by the ratepayers; and I do not think there is a very strong appreciation of the benefits of pauper education among a certain class of ratepayers; I think they are rather opposed to it.

3043. They think the benefit of such education is prospective and distant?—Exactly so.

3044. Do you suppose that the fact that these acts are merely permissive has prevented the establishment of more than very few such district schools in England?—There is one objection which is entertained strongly by a part of our union, namely, that the establishment charges are paid on the averages of the different unions; and it sometimes happens that they have a very large proportion of establishment charges to pay, without having a great number of children in it. That is particularly the case with Madeley Union at the present moment. They complain very much of the charge upon them for the establishment charges at Quatt; they are at a considerable distance from the district school; and from the nature of the employment there, being a mining district, there is employment for infants at an early age. The proportion of children, therefore, whom they send to school, is much less than you would expect from the amount of their averages; and they are charged upon the averages, and not upon the number of children who are sent, and that is a subject of considerable complaint.

3045. Would you, on that account, suggest any different mode of defraying the cost?—I should be glad if it were left in the hands of the Poor-law Commissioners, and that they should establish a certain minimum, looking at the distance from the school and the condition of the union; for instance, that if Madeley sent 30, Bridgenorth should send 30, and that all above 30 should be

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paid for per head. I think the difficulty might be met in that way; but there must be a minimum; otherwise a union would draw back altogether, and pay nothing.

3046. Would you propose any alteration of the law as to retaining the children of pauper parents after their parents have left the workhouses?—I have not contemplated that.

3047. From your statement it appears that the children in the district school of Quatt are either orphans, illegitimate children, or deserted children?—Yes, or the children of widows.

3048. So that their general character is, that they have imperfect parental care?—Certainly.

3049. And the object of such a school is, to supply education and a home to children who have neither?—Yes.

3050. From your experience, and having observed the working of workhouse education of children, what is the general result as to education?—I cannot say that my experience is large on that subject; I know the condition of my own immediate neighbourhood, but I do not know it largely; my impression is, that it is very deficient, generally speaking.

3051. Do you think it would be possible to educate in workhouses the small number of children who get into workhouses?—It is done in some cases, and well done; but I should suspect that, in a great number of instances, it is very inefficiently performed, and often neglected altogether.

3052. As the matter practically works in the country, do you consider that the only alternative to making such district schools as the school at Quatt is, that children of this description should go without education altogether?—Perhaps it would be too strong to state it in that form; but I think that the education which is given, generally speaking, is of a very inefficient character in workhouse schools.

3053. Do you consider that any complete scheme of national education can be made without some provision for the education of pauper children?—No; I think it is a very essential part of it.

3054. Supposing any national scheme of education to be carried out omitting such a provision, would not a large class of children, who are most dependent on assistance, be the only class deprived of assistance?—I should say that certainly it would be a most defective plan.

3055. Have you any fear of the education provided for pauper children, in such schools as the school at Quatt, being looked upon as an undue privilege by parents of independent children?—I have not heard complaints made by the parents of independent children, but it is an objection which is often raised to it.

3056. Do you think there is any valid objection of that sort?—My own impression is, that if the pauper children were really well educated, it would be a great lever to raise education generally among the poor. I think that if the industrial classes found that the children of paupers were much better educated generally than their own, it would stimulate them to make great exertions to get a better education for their own children; and it is the only mode by which you can stimulate them to do it.

3057. You have stated already that the children brought up in workhouses, in the great majority of cases, become paupers in after life?—That is my impression.

3058. Do you suppose that the class of criminals in this county, is much fed by children who are brought up in workhouses?—I have no knowledge of it; I think it is probable.

3059. Sir *J. Pakington*.] Are the Committee to understand, from one of you answers, that Madeley Union is desirous to withdraw from the district?—I do not know that I have heard them state that, but I know they complained very much of the state of the charges.

3060. Did you ever apply to the Kidderminster Union to unite with your district?—I do not know that we have applied; I think it is very likely that the inspector applied.

3061. Sir *W. Jolliffe*.] You were understood to state that there is no limit to the age at which children are received into the school?—We make no inquiry, and whoever the guardians send to us we receive.

3062. I was led to suppose from your answer to a former question, in which you stated that you had children from 4 years of age to 14, that you did not take

take them?—I did not mean that; there was a child or two of four years of age.

3063. With respect to illegitimate children, where the mothers are in the workhouse, would it be desirable that those children should remain with the mothers after they attained the age of four years?—Certainly it is not desirable. I rather think that until what is called the age of nurture, which is seven years, they can retain them.

3064. Do not you think it would be desirable, that where district schools were established, the children should not remain to the age of seven years, as they may now, but that they should be taken at an earlier age from their mothers and sent to the district schools?—Yes; I should say it is very desirable.

3065. Sir *J. Pakington.*] Would the ratepayers be likely to concur in such an arrangement?—They must maintain them wherever they are.

3066. Lord *Lovaine.*] The objection which is almost universally made to the establishment of such schools is, according to your statement, a pecuniary one?—I think it is largely a pecuniary one; but I think there is also a feeling that it is inimical to the good education of pauper children among a certain class of ratepayers.

3067. The general objection that weighs with guardians is generally, according to your statement, a pecuniary one?—I think it is with guardians.

3068. *Chairman.*] Do you hold in your hand a communication from your superintendent, with regard to the work of the children, which you think it desirable to state to the Committee?—I do; I think it is useful information, and it is taken from experience at Quatt: "A boy of 12 years old and upwards at the time of admission, if of average health and strength, would become a useful worker in six months, at which time I should expect him to dig about six square yards per hour; after 12 months he would double that quantity, or rather more, doing his work better, and with greater ease to himself. One, well instructed, of from 14 to 16, will dig from three and a half to four roods per day of 10 hours (64 square yards). The way in which I ascertain what a boy can do is to match one against another, when the quality as well as the quantity of the work performed is scrutinized by the elder boys, one of the best being umpire, when I usually give a small reward to the successful competitor."

3069. Mr. *Adderley.*] Do you publish an annual report?—We draw up an annual report; we have not published it.

3070. Then the public have no report, except the inspector's?—No.

3071. Was the furniture of Quatt School contributed by the workhouses, or how was it provided?—The furniture of Quatt School was partly taken, I think, from what belonged to the Bridgenorth Union, and I think the rest was purchased. I do not think the other unions contributed any furniture; we gave them the option of doing so, but they did not do it.

3072. Was there any assistance in the establishment of Quott School, except such as was derived from rates?—No.

3073. Has any difficulty been found from congregating boys and girls under the same roof?—We have different school-rooms for them; but we adopt very much the system of mixed education, as far as education goes; they do not work together.

3074. Is your experience in favour of having boys and girls under the same roof?—I think that, as far as education goes, there is an advantage in mixed education.

3075. Has no difficulty been found from bringing the older boys and girls in such close contact?—No, I do not think we have found any difficulty. Their playgrounds are different, and their work is different; but for the purpose of education they are often mixed.

3076. *Chairman.*] Is there any other suggestion, connected with the subject, with which you can favour the Committee?—Nothing further occurs to me.

Frederic Hill, Esq., called in; and Examined.

3077. *Chairman.*] YOU have held the office of Inspector of Prisons?—Yes.

3078. For what length of time?—Nearly 16 years.

3079. You are now employed in another department of the public service?—I am.

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3080. Are you the author of a work lately published, entitled "Crime; its Amount, Causes, and Remedies"?—Yes.

3081. Have you also written on the subject of national education?—I have.

3082. And upon the poor law?—Yes.

3083. Have you, for a great many years, given much attention to the subjects of pauperism and crime?—I have.

3084. Have you formed any opinion as to the chief causes of pauperism and crime among young persons?—Yes.

3085. Will you state them shortly to the Committee?—I should say, first, bad training and ill-usage; bad training, owing chiefly either to the children being orphans, or to parental neglect and bad example, but sometimes to the ignorance and poverty of the parents: secondly, careless exposure of property offering temptations to theft: thirdly, want of playgrounds and other legitimate means of giving scope to a natural desire for active games and other rational amusements.

3086. What are the chief remedies which in your opinion should be adopted?—The first, in my opinion, is not to release a parent from his natural responsibility for the cost of the maintenance and proper training of his child, should that child become either a pauper or a thief; but with modifications, in certain cases, strictly to enforce this responsibility. Secondly, to supply in prisons, workhouses, and other affiliated institutions, that support and good training which the parents have neglected to furnish. Thirdly, to take means for making it known among children that any child in want of food or lodging can get immediate relief at a workhouse; and to open receiving houses, in connexion with workhouses, so that a place of relief may always be at hand.

3087. That is under the poor law?—Yes. I find, from my own observation, that thefts are sometimes committed under the pressure of hunger. You have had the evidence of one witness who had formerly been in the position of a criminal, but who seemed to be deserving of credence, who stated that he had on one occasion himself broken the law under this pressure. A very distressing case is mentioned in the last interesting work by Miss Carpenter, upon the authority of the chaplain of the borough gaol at Manchester, of a little boy who was driven by hunger to commit a theft, and who subsequently destroyed himself in prison.

3088. You give that as an illustration of what in your judgment might occur?—Yes.

3089. Will you proceed with the statement of the remedies which you suggest?—I think it is impossible, until some such provision as this is made, effectually to suppress public begging and indiscriminate almsgiving, which I believe to be a very fertile source of corruption and crime. I think it is extremely important that when a pale-faced and hungry child applies to a passer-by for relief, that passer-by should have it in his power to conduct the child at once to some place where its immediate wants will be inquired into. So great is the temptation to afford relief, that until this is practicable, I do not think that the public, especially the female sex, will discontinue the practice of indiscriminate almsgiving, although they may be aware that in a great majority of cases they are but increasing the evil. Much is done in some towns, and particularly in London, by mendicity societies, to attain this object; but the machinery of a mendicity society requires considerable funds, and it is not likely to be established in any but very large places; and, after all, the work cannot, in my opinion, be so effectually accomplished by such means as by a general and systematic provision.

3090. In your opinion, should that provision be made by national funds or local funds?—I should contemplate, under the present arrangements, making it in connexion with the administration of the poor law.

3091. And the expense falling on the same fund?—Yes.

3092. Will you proceed to your next suggestion?—The next is, that when a theft is attributable in part to a careless exposure of property, the owner should be required to pay part of the cost of the prosecution and imprisonment; and that when the young offender had been attracted to a haunt of vice, the landlord of the building, whether such building be a house kept by a receiver of stolen goods, a tavern, or a theatre where there are immoral performances, should also be compelled to pay a part of this cost. Next, I would recommend that the different municipal authorities should provide play-grounds and play-rooms, under proper superintendence, within easy walking distances of every part of

of our large towns; and that the educated classes should afford encouragement by their occasional presence, and in the first instance by their contributions, to cheap musical performances, picture galleries, the public reading of interesting books, cheap dramatic representations (free, of course, from anything immoral), and other similar entertainments. With reference to the benefit derivable from such provision, I would refer to the cheap concerts at Birmingham and Manchester; we know that formerly it was supposed that musical entertainments were almost necessarily associated with something vicious or immoral; but happily, as I think, the temperance societies took a different view of the matter, and they have given a very different character generally to popular musical entertainments. Much benefit is said to have flowed from the opening of the Botanical Gardens of Birmingham, and from admission at a very cheap rate to the exhibitions of paintings at Edinburgh, Dublin, Manchester, and elsewhere. Good results also have followed the opening of the new parks and pleasure-grounds in London, Liverpool, Manchester and Derby. I cordially agree, however, in the opinions expressed by Captain Williams and Mr. Paynter before this Committee, on the necessity of a larger provision for amusements for boys and girls.

3093. Will you proceed with any other suggestion which occurs to you?—Those are the chief heads. I will now dwell a little upon the different portions. As regards bad training, a large portion of juvenile offenders are found not only deficient in ordinary education, but to be ignorant of any trade or other means of getting an honest living. A large portion have lost one or both of their parents, many are found to have a stepmother or stepfather, and many to be illegitimate.

3094. Have you considered the question of the father becoming security for the conduct of the child?—I have.

3095. What occurs to you on that subject?—Nature has made the father responsible for the ordinary maintenance and care of his child; and, as I endeavoured, now many years ago, to show in my annual reports, it is extremely important that he should not be able to throw off that responsibility by the circumstance of his child becoming either a pauper or a criminal.

3096. Would you enforce upon him the liability to compensation for any injury done by the child to property?—I would; that is to say, I would enforce it in part, or in the whole, according to circumstances. A part of the responsibility may, in many cases, devolve upon other persons. Again, the parent, especially if a widow, although she may have evinced ordinary prudence, industry, and frugality, may nevertheless be unable wholly to provide for her child. In that case, I think that a portion only of the responsibility should be enforced.

3097. To whom would you give the power of apportioning the amount to be paid by the parent?—In the case of a criminal child I should give it to the judge presiding at the trial, who, in all probability, would become acquainted in the course of the trial with the circumstances under which the offence had been committed.

3098. Would you give the power of making an order upon the parent for the payment of a certain portion?—Yes; that should be in the discretion of the judge.

3099. Upon a view of all the circumstances?—Yes.

3100. Would you have an order made on the parent which should operate in any way personally?—Certainly.

3101. Supposing the judge to be satisfied that the father had not any pecuniary means, and yet that, if he had had any pecuniary means, it would have been proper that he should pay a portion; how is the judge to proceed in that case?—In that case, I certainly should require that the parent should pay at least a portion of the cost of the child's prosecution and imprisonment; and that if he have no property, and cannot give satisfactory security that the money shall be forthcoming by his exertions out of prison, he should be compelled to go to prison and work for his child's maintenance.

3102. Mr. *Fitzroy*.] And his family, in the meantime, go to the workhouse?—And his family, if necessary, in the meantime, go to the workhouse.

3103. *Chairman*.] In the case of a widowed mother re-marrying, what, in your judgment, is the proper course to be taken; would you give a power against the stepfather, as is now given by the Poor Law, for maintenance?—I would, certainly.

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3104. Where payment was not duly made, and no sufficient reason was given, by an order of that kind, you would proceed by a process which would operate upon any goods that the parent might have, and if he had none, it would have the effect of sending him to prison?—Yes; if the parent, as I stated before, could give security that the portion demanded of him would be paid by his labour out of prison, that, of course, would be preferable; or if he be willing to go and labour for his child in the workhouse, instead of being committed to prison, that, I think, would be sufficient; but I am clearly satisfied that it is absolutely necessary that parents should feel, that if they neglect their children, and allow them to grow up in crime, and yet more, if they train them to crime, they themselves will be sufferers.

3105. Mr. *Fitzroy*.] What do you mean by the parent going to labour for his child in the workhouse?—I am assuming that in the particular workhouse there is a provision for the productive labour of the inmates; and if a parent were to say, "I cannot pay for my child, but I am willing to labour for him in the workhouse," that, I think, should be sufficient.

3106. There are cases where productive labour is carried on in workhouses?—No doubt. I believe, from my own experience in prisons, that remunerative labour might be provided in all workhouses.

3107. There are cases in which there is a surplus left after the maintenance of the people in the workhouses?—No, not that I am aware of; but I consider that labour remunerative which more than pays the cost of the labour itself, even although it does not defray the whole expense of the inmates.

3108. Sir *W. Jolliffe*.] State to the Committee what you anticipate will be the proceeding before the judge who has to pass, as it were, a double sentence; that is to say, he is to sentence the child for a crime, and finding that the parent has committed default in the manner in which he has educated or brought up his child, he sentences him to contribute a portion of the expense of the prosecution and the child's maintenance. Would there not, therefore, be two inquiries before the judge; first, into the crime committed, and next into the means and the default of the parent which would render him liable to contribute; or in what way would you have evidence taken before the judge as to those two facts?—No doubt, in practice, on that matter, as in everything else, valuable suggestions would arise which do not occur to me at present; but a course which does present itself to my mind as well worthy of trial is this: a judge has heard the trial; he thinks that he has a clear understanding of the circumstances under which the child before him has committed its offence, and been brought into habits which have caused the offence; he makes his order with respect to the child, as to its imprisonment, or commitment to a reformatory school; he may then state that he is of opinion that, under the circumstances of the case, the parents should pay a certain portion of the estimated cost of the prosecution and imprisonment. I would not let an unknown expense hang over the parent, but take it according to probabilities, and estimate it at a certain sum. The judge would not only have to consider whether any portion of that sum should be paid by the parent, but whether any portion should be paid by any other person, as, for example, the person who owned the property which had been stolen; he would have to consider also whether there was any landlord in fault who could reasonably be called upon to pay a part of the cost; I mean any person owning a building which was established as a receiving-house for stolen goods, or a disreputable tavern frequented by criminals, or a building used as a theatre for the representation of immoral performances.

3109. You are now contemplating other parties not alluded to in the question. The question was, what was the nature of the information that it would be necessary for a judge to have in order to inflict the penalty of maintenance on the parent?—Confining myself to the parent, I will first take the case in which the judge considers himself sufficiently apprised by the facts that have come out in evidence to come to a conclusion that the parent is living, and that sufficient evidence has appeared to determine what part of the cost of prosecution and subsequent imprisonment it would be right and proper to cast upon him. One course would be for him to announce, that unless the parent attended at a certain time and place, to show cause why he should not be required to pay that sum of money, the order would be made and be carried out. If the judge, however, thinks that he has not sufficient information upon the question relating to the parent, then there should be a subsequent inquiry, conducted probably by the

same

same judge, as to the question, how far, as regards that particular child, it was proper to require the parent to pay the cost of prosecution, &c.; and at the conclusion of that second inquiry he should make his order.

3110. Therefore you contemplate that the inquiry, in the first instance, would not lead to putting the parent under a penalty; and that in that case, where there was any doubt in the mind of the judge as to the liability of the parent, there should be another inquiry?—Yes.

3111. At what period would you have that inquiry?—As soon as it could conveniently be made.

3112. Mr. *Fitzroy.*] Who is to conduct the inquiry?—I suggest that it should be conducted by the same judge who conducted the trial, and who would probably be conversant with the facts.

3113. Is the judge to go to a person's house and ascertain the particulars, or who is actually to be employed to make the inquiries?—I should contemplate the appointment of an officer charged with that duty to act, in those particular cases, in the character of a public prosecutor, as does a parish officer, in enforcing the responsibility which at present devolves upon a parent for the maintenance of his child in the poorhouse.

3114. Is this officer to be appointed by the Government and paid out of the national funds, or is there to be one in each county, or is one public prosecutor to be appointed for the whole of England?—That is a matter of detail not essential to my plan. By whomsoever appointed, the officer might, after the conviction of a young offender, proceed against his parents for the whole or part of the expense, either before the judge who tried him, or in the county court.

3115. *Chairman.*] Your attention has been called to the subject of reformatory schools, and you have considered on what principles they may be best established?—Yes.

3116. Will you state shortly what is your opinion on that subject?—Before speaking specially of reformatory schools, allow me to call the attention of the Committee to a school of another kind, but where several principles may be seen in operation which, I think, should be adopted in a reformatory school. I refer to the industrial school in Gower's-walk, Whitechapel, which I have at two distant periods had an opportunity of visiting. I think it is highly probable that if such schools as this were generally established throughout the country, there would soon be no necessity for a large number of reformatory schools.

3117. You have examined that school?—Yes.

3118. Will you state some particulars about it?—I examined the school nearly 20 years ago, and again very lately; and I was glad to find the same principles at work, attended with the same beneficial results.

3119. Mr. *Fitzroy.*] By whom was it founded?—It was founded, I believe, by a benevolent gentleman of the name of Davis, who is still alive. The industrial employment of the boys (it is a school for both boys and girls) is chiefly printing; that of the girls, sewing and knitting; and so far as the cost of education is concerned, this school is entirely self-supporting, and more than self-supporting. It is not, however, a school for feeding or lodging children.

3120. *Chairman.*] You think that the principles adopted in this school may be useful in the formation of reformatory schools?—Yes. The produce of the labour of these children is such as not only to defray the cost of salaries, and all other expenses, except rent, but to yield a considerable surplus. It is true that the benevolent founder endowed the school with 60*l.* a year, but nearly the whole of this is added to the school capital, while upwards of 100*l.* a year is divided among the children.

3121. Mr. *Fitzroy.*] How many children are there?—About 200.

3122. Are they not fed at all?—No. The children are allowed a portion of the fruits of their own industry; and under the stimulus to exertion thus afforded some of the children were coming to work so early in the morning that the master told me he had been obliged, for the sake of the repose of his family, to put a limit to their matinal invasion, and not to allow them admission before six o'clock.

3123. Are they taught nothing but printing and sewing?—Yes, they receive the ordinary education of a national school.

3124. *Chairman.*] Printing and sewing are the industrial occupations?—Yes. Very many of these children, I find, from positive information, have done exceedingly well in after-life, and some of them have risen to stations even of considerable importance and pecuniary value.

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3125. What class of children are they?—They are chiefly the children of the respectable working classes and small tradespeople in the neighbourhood.

3126. Mr. *Fitzroy.*] Not criminal?—No.

3127. None of them?—If they be so, it is not known. The master of the school, who, I believe, was himself educated in it, and has been there some 40 years, and seems to be an exceedingly intelligent, zealous, and right-minded man, told me that he did not know a single instance of a child who had been brought up in that school becoming subsequently either a pauper or a criminal. I understand there are more applications for children from this school to fill situations than can be met.

3128. Mr. *T. Egerton.*] Is there any payment made by the children to the school?—None.

3129. By what means are they admitted into the school?—There are more applications for admissions than can be entertained. Whether the order of priority of application is followed or not, I do not know.

3130. At what ages are they admitted?—I do not know the exact limits. I am pretty sure there is this limitation, that at the age of 14 they must leave; but whether there is any minimum age fixed for admission, I do not know.

3131. In the admission of children, is some regard paid to the respectability of the children or their parents?—I think it is very likely; I should think that, other things equal, the child of a respectable parent would be preferred; but I do not know. The school is in connexion with the National Society, and I presume the same arrangement applies as is usual in the admission of children into a national school.

3132. Mr. *J. Ball.*] Are you aware of any facts to show that applications are received at this school from a class of children who are generally regarded as dangerous?—No.

3133. Have you any reason to believe that that class would come on the same terms as those children who are now received; namely, without the inducement of food or lodging?—I do not think they would come in such numbers, if they came at all.

3134. You are not aware of any facts to show that that class would come to a school of that description?—For many children in that class, I should think it almost essential that there should be the attraction of food. Nevertheless, in Miss Carpenter's school, at Bristol, only a portion, and (according to my recollection) a small portion, of the children are supplied with food. A small portion who are considered most destitute, have their dinner; but according to the strong impression on my mind, there are very many children belonging to the dangerous class in the Bristol school, and we know that there are many of the same class who attend schools where there is no provision for food.

3135. From your experience, you believe that with the inducement of food, children of the dangerous class would attend such an industrial school?—Very generally.

3136. *Chairman.*] Although the school at Gower's-walk, to which you have alluded, is not a school for criminal children, you have been understood to state that you thought the system adopted there would throw important light upon the subject of reformatory schools, and the kind of treatment that is best adapted for such institutions?—Yes.

3137. Will you apply yourself to the subject of reformatory schools?—Children in workhouse schools, or in prison or reformatory schools, should in my opinion, be managed on the same general principle as that in action in Gower's-walk School, though of course with such additional restraints as their respective positions may render necessary, and with that strict regard to frugality which is requisite for making such workhouse schools and prisons or reformatories as nearly as practicable self-supporting; so far as is consistent with the formation of healthy constitutions, bodily, mental, and moral.

3138. Would you advise that criminal children and pauper children should be in the same establishment?—In the first instance, certainly not. I think, however, that, to a considerable extent, the classes are identical who occupy the pauper schools and the juvenile prisons; and that at some future time it may be found advantageous that to some extent there should be a connexion.

3139. At present would it be likely to create a strong public feeling?—Yes.

3140. And to raise an insuperable obstacle?—Quite so. I would say, that both in workhouse schools and in prison or reformatory schools, great attention, in

in my opinion, should be paid to classification, and no admixture allowed with adult paupers or criminals. At the first arrival of a child in a reformatory school he should be placed alone, (a few days or even hours sometimes sufficing,) and he should gradually be brought into association with others as his character becomes known, and as the feeling of confidence increases that he will not cause moral injury; and the same principle of association should, in a modified degree, be adopted in workhouse schools.

3141. Mr. *T. Egerton.*] Do you calculate on a boy sent to a reformatory school having been in prison previously?—No; I look upon that as his prison. Many reformatory schools of America are, in my opinion, prisons under another name. Children are committed to those schools just as they would be committed to prison; and at the expiration of the period to which they are sentenced, they are released as they would be from prison. I look upon such an institution as a prison under another name.

3142. *Chairman.*] As a child's prison?—Yes.

3143. Will you mention any further suggestion you have to make with reference to this subject?—I think it desirable that the buildings for reformatory schools should be placed in rural districts, and be very simple in construction; that there should be a few large rooms for labour, instruction, and public worship; and that the rest of the building should consist chiefly of clusters of cottages, where the children may be treated very much as in families, and where the domestic influences may be brought to bear upon them; where, too, the girls may be taught the management of a well-ordered house, such as they may hope eventually to be mistresses of. I believe that intelligent, right-minded married couples, fond of children, and properly qualified for the charge of such groups of children, might be obtained at a very moderate expense; and that the husband, by working with the children, would do much by his own labour towards paying his salary. It is essential that there should be one or two directing minds; but, with few exceptions, it is desirable that the officers of a reformatory school should themselves be working men; not only for the sake of economy, but in order that they may not be prevented, by being accustomed to a much higher degree of refinement, from associating with the children, from working with them, eating with them, and being much in their society. It is important that strong motives should be presented to the children for industry and good conduct. The rewards should, I think, consist in allowing to each child a part of the fruit of his labour, an increase of trust and liberty, and the hope of a speedier liberation; and the punishments in the loss of food until the young offender is willing to work for it, in the requirement of extra labour to pay for the cost of any wilful injury he may do to the property, and in being separated for a time from his young companions, if he is found to exercise a bad influence over them. In such reformatory schools or juvenile prisons habits of self-control and self-government also should be created, and an ambition to live by independent exertions. In their remarks on the importance of accustoming young persons gradually to lay down and enforce regulations for their own good government, instead of depending wholly on the directions of others, I quite agree with Mr. McGregor and Mr. Tower. I think there is much experience to show that such discipline and treatment as I have described, will, in a great majority of cases, effect the permanent cure of offenders, and give them both the will and the power of leading an honest life. Much evidence to that effect has been already laid before you, and evidence, also, showing that even where a few good principles only are at work, a large number of children are permanently redeemed from habits of crime, and rendered honest and useful members of society. In addition, I would refer to a large number of reformations, both in prisons and industrial schools, mentioned in my annual reports, and to the success of the former asylum at Hackney Wick. Some years ago I had an opportunity of examining a large workhouse school at Birmingham, which was detached from the building for adults. It contained about 500 children. There was industrial employment for them, and the results were highly satisfactory and encouraging. One excellent part of the system, which has since, at the instance of the Chairman of this Committee, become to some extent the law of the land, was, that there should be an annual visit to all the children who had passed through this school up to the very end of their apprenticeship, so as at once to afford the children an opportunity of bringing forward any case of ill-usage, and to give the masters an opportunity of speaking respecting their conduct. At

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that time, so far as was known, there had not been any child who had passed through this large industrial school who had subsequently become either a pauper or a criminal. I think the general willingness that is manifested by the children in the dangerous classes to submit to the discipline of an industrial school is a highly encouraging fact. I have intimate knowledge of the industrial school at Aberdeen, with the foundation of which I was acquainted. I know that the children attend that school with a degree of regularity rarely equalled.

3144. You concur, probably, in what has been said by Mr. Thompson on that subject ?—I do. With reference to the prisons of this country, it should in justice be remembered that every system, to be fairly tried, requires a much longer period of subjection to it than is now generally the case in our prisons. In America we find that the average time which the children actually remain in the reformatory schools is about 18 months; while the average period of confinement for all the inmates, young and adult, in the English prisons is only 50 days, and in the Scottish prisons only 40 days. It appeared by official inquiry some time ago, when I was inspector of prisons in Scotland, that of 400 prisoners of different ages who during the previous two years had been liberated after separate confinement of six months or upwards, and whose amendment had not been impeded by previous short imprisonments, only 57, or one in seven, or about 14 per cent., were known to have fallen again into crime, though it is certainly possible that many may have done so without the fact appearing. Upon the question whether it is not requisite that the first stage of imprisonment should be rendered artificially painful, I am of opinion that such a provision is unnecessary, and that a child may, at once, go to a reformatory school; that is to say, to a juvenile prison under the mild system of discipline which is associated with the name "reformatory school." The first period of detention is essentially very painful, without any artificial increase; the loss of liberty being then recent.

3145. You agree with the opinion which has been expressed on that subject by the recorder of Birmingham ?—I do. The loss of liberty, with the certainty of being subjected to punishment for persistence in misconduct, appears to me to be a sufficient guarantee against a reformatory school becoming a place of attraction. At the same time, I think it is desirable that the school should be open to any children who may desire admission, and whose parents may be willing to pay for the cost of their maintenance, in order, among other reasons, that if, on the one hand, the quantity of labour to be done is too small, or the scale of living too high, the fact may at once become apparent by the number and character of the applications for admission. With respect to the different arrangements for managing and providing reformatory schools, I quite concur in the importance of securing voluntary assistance as much as possible. I always recommended in my own district that well-selected visitors should be admitted into prisons. I would point out that such aid is quite consistent with Government direction, as shown, for instance, by the reports of the State reform school in Massachusetts, where the officers are appointed by Government. I am disposed to think that the best plan would be for Government to encourage the formation of societies, with limited liability, but without a view to profit, for the purpose of establishing reformatory schools, and then to enter into contracts with them at a given charge per head, the period of liberation being subject to the veto of a Government officer, and the society undertaking to bear the cost of the child's subsequent confinement, if after liberation he should, within a given period, relapse into crime; the pecuniary responsibility of the parent to be enforced by Government in the way of repayment. Into such societies I have no doubt that many men, earnestly bent on the adoption of effective means for reclaiming juvenile offenders, and stopping the sources of crime, and who combine high intelligence and sound judgment with zeal, would gladly enrol themselves; and happy would it be for the country to obtain their services. Contracts actually exist with regard to the philanthropic farm at Reigate, and so far, therefore, the Philanthropic Society is such a society as I would propose. Captain Williams recommends an extension by Government of this contract system with the Philanthropic farm, and in the principle of that recommendation I quite concur. The contract system is also in use at Mettray, and Rauhe Haus, near Hamburgh. It appears to me that there is a tendency in all societies for relieving the destitute and reclaiming criminals to look more and more to Government for aid, the object being felt to be not of private but of national concern. Thus the society at New York for the reformation of juvenile delinquents, which, probably, was

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at first supported wholly by voluntary contributions, is now entirely dependent upon municipal and state government.

3146. You think that the contract obviates risks or dangers which would otherwise result?—Yes; I think it is a dangerous principle for funds which are supplied by Government to be administered by other hands. Persons may try to obtain a share of the management for dishonest purposes; but the plan of contract seems to me to obviate those dangers, and yet to give full scope to voluntary action.

3147. Then that is the plan you would suggest?—Yes; but I think that in a matter upon which there is such a great variety of opinion, it would be expedient to try several plans. The plans to which I am now referring are, first, reformatory schools under the sole management of officers of Government; secondly, reformatory schools such as have been proposed by several witnesses, supported partly by private contribution and partly by Government, but subject to the inspection of Government officers; the managers being appointed by the societies founding them; thirdly, reformatory schools belonging to societies such as I have described, these societies being invested with full power of management (subject to Government inspection), undertaking all pecuniary liabilities, and receiving a certain sum from Government with every boy or girl, under securities, such as I have referred to, for the effective and faithful performance of their duties. Besides the advantage of trying various experiments, I think there would be a wholesome spirit of emulation created. I do not think it would be prudent for any general course to be adopted until every plan which has a fair promise of success has, to a certain extent, been tried.

3148. By way of experiment?—Yes. I have no doubt that by care in placing boys of similar ages, occupations, and characters in each school, and by taking means for obtaining information of their subsequent career, the comparative success of each plan would be placed beyond doubt. I think it important that where a parent who is unable to control his child, and to keep him out of crime, is willing to pay the expense, he should be allowed to send him to such a reformatory school as has been proposed, according to the practice in America, without waiting until the child is disgraced by public trial and conviction. I would say, lastly, that it is the practice in many ragged schools, industrial schools, houses of refuge, and other similar institutions, to make the degree of destitution the ground of admission, and this without enforcing parental responsibility (which indeed they have no power to do), thereby removing the motives in parents to industry and frugality; but there would be no danger, on the plan I have proposed, of the Government funds being so applied.

Veneris, 15° *die Aprilis*, 1853.

MEMBERS PRESENT.

Mr. Miles.	Mr. Robert Palmer.
Sir John Pakington.	Viscount Barrington.
Mr. Tatton Egerton.	Lord Drumlanrig.
Mr. Adderley.	Mr. John Ball.
Lord Lovaine.	Sir William Jolliffe.
Mr. Monckton Milnes.	Mr. C. Legh.
Mr. Fitzroy.	

THE RIGHT HON. MATTHEW TALBOT BAINES, IN THE CHAIR.

Richard Monckton Milnes, Esq., a Member of the Committee, Examined.

R. M. Milnes, Esq. M. P.

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3149. *Chairman.*] YOU wish to put in a document?—Yes.

3150. Has it reference to the evidence you gave the other day?—It does not directly refer to that evidence. On attending the sessions for the West Riding of Yorkshire, I found that the increase of juvenile criminals confined in the Wakefield House of Correction was considerable, and in speaking upon the subject

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to one of the chaplains of that establishment, he requested me to lay before the Committee a letter which he had addressed to one of the Inspectors of Prisons on the subject of juvenile crime, which I now hand in. (*The Witness delivered in the same.*)

His Excellency *Joseph Reed Ingersoll*, Esq., Envoy Extraordinary and Minister Plenipotentiary from the United States of America, Examined.

His Excellency *R. Ingersoll*, Esq.

3151. *Chairman.*] IS your Excellency acquainted with the House of Refuge at Philadelphia?—Yes; I have been well acquainted with it for a long time.

3152. Are there several houses of refuge and reformatory schools in different parts of the Union?—There are such places.

3153. How long has the House of Refuge at Philadelphia existed?—Between 20 and 30 years.

3154. How is it supported?—It is supported in part by appropriations made by the Legislature of Pennsylvania, and in part by private contributions. Very recently a sum of money has become available to the house from the legacy of a man of fortune, who died some years ago, and who directed that at the death of his widow 100,000 dollars should be paid to the managers of the house of refuge.

3155. What are the particular objects of the institution?—The particular objects are to rescue persons of a tender age from the dangers of temptation in large towns, to take them from evil companionship, and to place them in a condition where they will have education, where they will learn a trade, where they will be properly watched in their morals and conduct, where they will be saved as a general rule from the infamy of a judicial sentence of a criminal character, and where they will have opportunities after a reasonable period of being placed in conditions of safety out of the House.

3156. Do the objects of the institution extend to both sexes?—Yes.

3157. In what manner is introduction into the house obtained in the first instance?—A child being brought before a magistrate charged with a crime, the magistrate may, if he thinks proper, give a certificate, which is carried to the house of refuge, that that individual is believed by him to be a proper subject for the house of refuge; and upon that paper being presented, the child is admitted to the house. If extraordinary poverty besets the child, from the want of parents, or from the inability or unwillingness of his parents to take care of him, it not unfrequently happens that the child is admitted into the house. It has sometimes happened, but rarely, that a parent has himself desired that his child, whom he is unable perhaps to manage, should be taken into the house for the purpose of undergoing its discipline, with a view to reformation.

3158. Without having committed crime?—Yes.

3159. In a case of insubordination, as a former witness has described?—Precisely. I have known a tradesman of great respectability, not being able to keep his child in order, desire that the managers would take him under their care, and give him their discipline and instruction.

3160. Does such a case require the interposition of a magistrate?—I am not quite certain.

3161. Are the various cases carefully recorded?—The cases are all carefully recorded. A book is kept for that purpose, I think, in the office of the particular individual who has the charge of that department; and the names and general circumstances of the cases are recorded. The book is open to the inspection of the managers, and other persons who have a right to have access to that particular department. It is preserved at all times carefully.

3162. Are any official persons charged with the duty of the supervision of this institution?—Yes. The judges of some of the courts are charged with a general supervision. In addition to that (which is the case of course everywhere), I believe, any judge has a right to issue, in that case as in any other, a writ of habeas corpus, upon an application being made on behalf of any child, who happens to be in the house. Where the parents or friends of a particular individual have desired to have the child again either for service in the family or otherwise, and the managers of the house not deeming it proper to permit the discharge of the child, an application has been made to a judge for the purpose of having a hearing upon a habeas corpus. I do not remember any instance where, upon such a hearing, there has been a discharge. The tendency,

I think,

I think, of courts of justice, is very favourable to this system of refuge for children.

3163. Are there workshops connected with the institution?—There are workshops where the boys are employed, mainly with a view to learn some occupation or trade. These are attended by persons who are themselves generally interested in the sale of the articles that are made, who are invited there, and who give their attention for the purpose of instruction, so far as the house is concerned. The boys work together. In addition to the workshops there are school-rooms, where the schoolmaster always attends and instructs them in the ordinary branches of a plain education; and this is done ordinarily every day. There are also playgrounds, where they are permitted to exercise themselves together, in such occupations and active exercises as are conducive to health and enjoyment.

3164. Is the institution situated in the city of Philadelphia, or in a rural situation?—In the suburbs.

3165. What is the nature of the industrial occupations which are pursued?—They are employed in several duties of industry; and I remember one thing they made in which they excelled. I was shown, when I was there not long since, razor strops, which were extremely well made; and this little incident was told me: that somebody going into a shop in London, not long before, to purchase a razor strop, had been presented with one which had been made in the Philadelphia House of Refuge, which was considered quite as good as could be obtained anywhere. I think they also make chairs, or parts of chairs. Instruction is given in several branches of trade, but not of course very numerously, because they do not go through a long apprenticeship or very difficult work.

3166. Sir *J. Pakington.*] If I remember right, having had the pleasure of seeing the institution, they are trained up to all the ordinary trades?—They may be so.

3167. *Chairman.*] Are the boys and girls kept altogether separate?—Yes; the division in the house is complete. At the same time, perhaps I ought to say that on Sunday, when church is attended, although they are separate, yet they are in the same general apartment; there is complete division in the gallery, I think, in which they sit; the sexes are divided, but they are in the same room. On no other occasion, as far as I remember, are they all in the same apartment.

3168. Are the dormitories large?—The dormitories are small, but they are conveniently arranged, and each child occupies a separate dormitory.

3169. What is the next step which is generally taken with respect to a child when he has been for some time in the house?—When a child has been in the house for some time,—I think in general about 12 months,—if he is deemed in a proper condition of mind and instruction, he is bound as an apprentice generally to some person in the country, at a distance from the town; sometimes he is bound to the master of a vessel which is about to proceed on a long voyage. At one time,—I have not heard of any such case lately,—the boys were bound to masters of whaling ships, with whom they would be absent from the country for three years, which is about the ordinary time that a whaling ship is gone. A request is always made, when the persons to whom the binding takes place, take them away, that they will make reports in relation to their conduct; and those reports are, for the most part, satisfactory; giving a good account of the conduct and temper and disposition of the children. I have written to Philadelphia, requesting to be furnished with some of the more recent publications for the use of this Committee; and in those publications will probably be found a number of letters from the masters or mistresses to whom the children have been bound, giving a very particular account of their deportment; and it has very seldom happened that a child has been returned to the house of refuge for additional discipline or instruction.

3170. Is an annual report made of the proceedings of the institution?—Yes.

3171. Lord *Lovaine.*] Is the disposition of the children consulted in the trades to which they are apprenticed?—I am not able to answer that question.

3172. *Chairman.*] Under what management is the house?—Under the management of a Board, who are called the Board of Managers; they are gentlemen who are chosen once a year, I think; they serve without any emolument; they attend periodically at the house as a board; they are divided into committees for particular objects; for instance, there is a Committee of Instruction, and a Committee of Finance; they are divided into committees for the purpose of per

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forming the duties which naturally devolve upon a few individuals, and reports are made from time to time by the committee to the Board at large.

3173. Gentlemen of Philadelphia perform this service, and they are the managers?—Yes; they reside in or about Philadelphia.

3174. How are they appointed?—I believe they are elected every year by contributors to the house, but the election is not a very large one. They are gentlemen who serve from philanthropic motives entirely; and of course there is very little danger of any desire to displace them.

3175. Their services are voluntary?—Yes.

3176. There is nothing in the law of America to render compulsory such a service upon any one?—No; the services are entirely voluntary.

3177. Mr. *Fitzroy.*] Has the state no voice in the nomination of the managers?—I think with regard to the actual managers, the state has no control; I speak with some little doubt about that; I believe they are chosen entirely by the contributors.

3178. Lord *Lovaine.*] Do the judges of the different courts exercise any control?—The presiding judge, for instance, as he is called, of the Court of Common Pleas of the county of Philadelphia, is designated in the act of the legislature which provides for the house.

3179. *Chairman.*] *Ex officio*?—*Ex officio.*

3180. Lord *Lovaine.*] Then his supervision is *ex officio*?—Yes; he attends occasionally at the house; he looks over the record which has been made of the particular cases, and he interposes if he sees anything which, in his view, has been irregular; or if he is appealed to by any person who considers himself, as a parent or friend, to have an interest in the thing; and this is constant.

3181. *Chairman.*] Is there, at this time, a new edifice of larger dimensions in course of construction?—Yes. The house which was first constructed, which must have been nearly 25 years ago, was found, for two or three reasons perhaps, to be not exactly of the best character for the purposes which were named. I remember one or two of the deficiencies. The rooms in which the boys were principally were in the external part of the building, and sometimes they had opportunities to escape; and they generally make a point of bringing them back when they escape. The new house will be larger and more convenient; and those little disadvantages which were thought to exist in the former plan are remedied.

3182. They are not at present actually in the house?—They were not in it when I left America. I should add, that the house is in the suburbs, and not in the city. The increase in the value of the ground is very rapid, and arrangements have been made for the sale of the ground on which the house now stands, for a very large amount, exceeding that which it cost.

3183. Is there any provision for coloured children?—Yes. A house of refuge has lately been built, and is occupied entirely by coloured children, not distant from the other, and under the same general direction and board of managers; and the principles, discipline, and order, are, I believe, very much the same. I may mention, as a little incident connected with that house, that when I last visited the establishment, I went through the house for coloured children; and the matron called upon a number of black girls who were standing round in the room, in answer, I believe, to an inquiry which I had put, as to how many of these black girls could read or write, she put the question to them, and every one, I think, held out her arm in indication of an affirmative reply. These were all black girls.

3184. Nearly 30 years' experience has been had of this institution?—Between 20 and 30 years.

3185. What is your impression as to the results of the scheme, so far as they have hitherto developed themselves?—I cannot doubt that the results have been extremely beneficial. I believe that many children have been rescued from dangers which would have ended in infamy. It was stated, I remember, on the very occasion to which I have referred, when I visited the house not long since, that the statistics of crime and punishment in the community, indicated circumstances from which it might be very fairly inferred that the house of refuge had contributed to diminish at least the number of criminals in the community, or rather to prevent their growth in proportion to the growing population of the place; that is to say, that the number of actual criminals in the penitentiary

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establishments and prisons,—for the house of refuge is not considered a prison; they uniformly disclaim that character,—that the number of criminals under penitentiary punishment in the prisons proper, were less than probably they would have been had it not been for the house of refuge. That was the conclusion which was arrived at, and I believe the community generally is entirely satisfied with the operation of the scheme, and that it is humane and beneficial.

3186. Sir *J. Pakington.*] Your Excellency has stated that all the ordinary trades are taught to the children in the house of refuge; are any portion of them brought up to the cultivation of land?—I do not think there is any opportunity for cultivating land; there is merely a garden, or something of that kind; I am not aware of anything like cultivation of land; they are sometimes bound to farmers when they leave the house.

3187. Is there any land attached to the building?—There is no land attached to the building, except what I have referred to, which is very small in surface comparatively.

3188. The quantity of land is not sufficient to be available for the purpose of agricultural training?—No.

3189. What is the annual cost of the institution?—I am not able to state; I hope, however, to find an opportunity of furnishing that information.

3190. Are you able to state what is the cost per head of the inmates in the institution for maintenance or clothing?—No; it has never come particularly within my knowledge.

3191. You have stated that, whatever the cost may be, it is defrayed partly by voluntary contributions, and partly by state payments?—Yes.

3192. In what proportions are those two sources applied in supporting the institution?—From actual knowledge I am not able to answer the question; but a circumstance which I referred to a little while ago will perhaps tend to show that there can be no uniformity of rule on that subject; as, for instance, the liberal gift of an individual, like the bequest I already referred to, may have obviated the necessity, or it may not, at the moment, depending upon the wants of the house.

3193. Is that the first bequest that institution has received?—My impression is that it is not; but, at the same time, being a large one, it was much talked of.

3194. You have been understood to state that that bequest was recently made?—The bequest was made some years ago, and it has recently become available.

3195. Is a considerable sum annually raised by means of local and voluntary subscriptions?—I am not able to say.

3196. Is it looked upon as a state institution?—Yes.

3197. Then are the Committee to understand that the rule by which it is supported is, that the state grant makes good whatever deficiency may remain above the voluntary contributions?—I should say that there was no precise rule on that subject; at the same time a grant is made by the legislature, probably on special application from the Board of Managers.

3198. According to the requirements of the case?—Yes.

3199. Annually?—Yes.

3200. Has it been the practice of the institution, to call upon the parents of the children who are there confined, to furnish any proportion of the cost of the maintenance of their children?—I think not.

3201. In no case?—I have no recollection of ever having heard of such a case.

3202. You have been understood to state that the inmates of the institution do not consist exclusively of children who have been charged with actual crime, but also of children whom it may have been found desirable from any cause to render subject to such a system?—There are such children, in addition to those who are charged with crime.

3203. But you do not in any case make the parents contribute to the maintenance of the children?—Certainly in no case.

3204. What is the total number of children in the building?—The number varies; there are more boys than girls.

3205. In what proportion are the boys more numerous than the girls?—I speak with so much uncertainty upon the actual number, that I had perhaps better not answer the question.

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3206. Is the number very considerable?—Yes.

3207. Are there at least 100 to 200 children?—Certainly.

3208. Can you state whether, as part of the system of discipline, it is usual to treat children upon their first entry, as a sort of initiatory training, with greater severity for any given period of time, than is applied to them afterwards?—I believe that the disposition and practice is, to be kind towards the children from the very beginning; parental treatment is resorted to.

3209. Do you know whether at any period of their detention, either at its commencement or afterwards, for purposes of punishment, the children are confined in solitude?—Yes.

3210. Ordinarily there is no separation?—None, during the day.

3211. They work in classes?—Yes.

3212. And they sleep in dormitories?—In small dormitories, always separately.

3213. Except in cases where solitary confinement is for some reason imposed, they sleep in dormitories?—Yes.

3214. What is the nature of the separation within the dormitories?—The dormitories are small apartments; there are walls, and they entirely separate from each other.

3215. You mean that although you call them "dormitories," in point of fact the sleeping places are separate cabins?—Yes. Each dormitory is a small separate apartment, say 8 or 10 feet by 4 or 5 feet.

3216. Like a prison cell?—Yes; except that they are light and agreeable.

3217. In point of fact they sleep in separation?—Yes.

3218. They are not collected in numbers in one room?—Not at all; they are mere sleeping rooms; they are bed-rooms, but small ones, calculated for one person.

3219. What is the ordinary period of detention of a child at the house of refuge?—I believe about 12 months.

3220. Usually it is not more than 12 months?—Usually it is not more.

3221. Do you think the period of detention is much affected by the fact of the demand for labour in the United States being so much greater than it is in older countries?—I should think not, because they are merely sent out as apprentices.

3222. Then the Committee are to understand that the result of the long experience of this institution is, that its managers think that for children, a period of twelve months, as an average period of detention, is sufficient to effect the desired reformation?—That I believe to be the sentiment of those who have had experience in the management.

3223. What are the limits as to the age of the children admitted?—There is a general limit, although it is not rigidly adhered to.

3224. Is there any limit downward as to the age at which they are to be admitted?—There is a limit downwards as well as upwards.

3225. And a limit upwards, beyond which they will not be detained?—Yes. They are not admitted if they have attained anything like maturity of years.

3226. You do not recollect what are those extreme limits?—No. The book for which I have written will give the details.

3227. Will the information for which you have so kindly written give statistics as to the proportion of the children who have turned out well in after life?—Yes. The proportion is, I believe, considerable.

3228. Is the reformation, in the great majority of cases, found to be effectual?—It is so regarded.

3229. Is the house of refuge an institution merely for the city of Philadelphia, or is it an institution for the whole state of Pennsylvania?—It is for the whole state of Pennsylvania; that is to say, children may be sent from any part of the state. I believe there is no other institution of the kind in Pennsylvania; and if there is any other, it must have been recently established.

3230. Is it found to be sufficient for the whole state?—It has been crowded.

3231. Is it practically confined a good deal to the city of Philadelphia?—Of course, in a large town like Philadelphia inmates are more likely to come. Philadelphia and the suburbs contain upwards of 400,000 inhabitants; and there must be a great deal of idleness among children, particularly in a place like that. I should merely add, that parents and friends are in the habit of visiting the house periodically, and they see their children without any hesitation, if there

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there is no particular objection. The doors are open to them, either once a fortnight or some other brief period.

3232. Is any particular system of religious instruction adopted in the institution?—No. Clergymen of different denominations are taken there from time to time by one of the managers, and they officiate. In America, as you are aware, we have no church establishment; clergymen of different denominations are taken there, and they officiate and preach. I have known episcopalian clergymen to be there, and others, and they serve gratuitously on those occasions. I believe that on every Sunday Divine worship is performed by some person who officiates in that way.

3233. Does your last answer refer to Divine worship at given intervals, or does it refer to the general religious instruction of the children?—To Divine worship regularly.

3234. How is the religious instruction of the children conducted?—Religious instruction is given through the same medium that secular instruction is given; that is to say, the children are taught their religious duties by the same masters who teach them otherwise.

3235. The necessity of religious instruction is recognised, and it is practised, avoiding only the doctrinal differences of different denominations?—That is precisely the state of the case.

3236. Mr. *Miles.*] Your Excellency has stated that besides male children, there are female children in the institution, and that they only see each other once a week at chapel; are there means of communication at other hours?—My impression is, that they do not see each other at chapel. They are so divided in the chapel itself that they have no opportunity of seeing each other; and on all other occasions, they have no opportunity of seeing each other, because they are divided into such parts of the building that they cannot have access to each other. A long line of partition in the chapel runs from one end of the gallery, where the children sit, which divides completely the boys from the girls.

3237. So that within the same walls there may almost be said to be two different institutions?—Certainly. A matron superintending the girls entirely separate, although under the general supervision and discipline of the house.

3238. Are the Committee to understand your Excellency to state, that the children are apprenticed when they leave the institution?—Yes.

3239. For how many years?—That depends very much upon the age of the children on leaving the house; sometimes they are apprenticed younger and sometimes older. In general an apprentice would be bound until he came of age; and that would be looked to very generally.

3240. Your Excellency has likewise stated, that in the case of a habeas corpus being applied for, it is very seldom successful; is that the case with those parents who send their children merely for reformation?—Those are, as I have said, rare cases. My impression is, that where the habeas corpus has been taken out, it has been taken out by persons who have not sent their children to the institution of their own accord; but I speak with no certainty about that; I do not remember any instance in which the two things were connected together.

3241. Then the managers have undisputed sway as to the time the children should be detained when their moral reformation shall be complete?—Yes.

3242. Mr. *M. Milnes.*] Would your Excellency be inclined to infer, that this institution absorbs the greater quantity, if not all the children, who have been brought before the tribunals in Philadelphia, as having infringed the law?—Yes, and the great portion of children who have committed offences would be absorbed by the system; but it is always in the power of the magistrate to give the certificate that I have referred to.

3243. Is it your impression that that power is generally exercised?—I believe it to be so.

3244. Upon what principles do you think the magistrate should act, in determining whether a child was to be sent to the house of refuge, or to be subject to the ordinary course of law?—I should think the youth would be with him almost the controlling principle, and that if the child was of tender years he would rather impute the crime to ignorance than to positive matured guilt, and would interpose. I do not remember, since the house of refuge has been in active operation, to have known of children being subjected to the ordinary discipline of a tribunal of justice; and I should say therefore, as I said in answer to your

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former inquiry, that the great proportion, if not the entire number, are taken away from the courts of justice, and passed into the house of refuge.

3245. Is it your belief that the presence of children of tender age in the ordinary prisons of Philadelphia will be of very rare occurrence?—I believe of very rare occurrence.

3246. Is it your belief that any impression prevails in the public mind in Philadelphia, that this procedure might possibly act as a premium on juvenile crime, in this sense: that a child who had committed an offence of this kind might possibly be not only better fed and better tended, but better educated, and therefore with a better chance for its after life than the child of a virtuous parent who had not fallen into an unfortunate course?—I do not remember to have heard a suggestion of that sort with regard to the house of refuge. I have occasionally heard, with regard to prisons, that a person has committed a minor offence in bad weather, with a view of obtaining the comforts of a mere prison. There are many reasons why, perhaps, it would not exist with regard to the house of refuge, and particularly some that I have adverted to, such as that the parent can get the child admitted, if he cannot manage the child, without the commission of a crime; but I do not remember to have heard such an intimation made as you have inquired about.

3247. When a child leaves the house of refuge, and is placed out in apprenticeship, or any other way, is it your impression that any imputation of guilt clings to that child and damages its future prospects?—My impression is, that it does not. I would say that, in general, the child is not ashamed of having been in the house of refuge.

3248. Therefore it would be inferred, that the discipline of the house of refuge is generally considered to have obliterated the offence for which the child was there detained?—I would say so. At the same time I should observe, that the children who are in the house of refuge are generally of very humble parentage, and their condition has been such, that an elevated position in society would not perhaps have been attained by them under any circumstances.

3249. The children in the house of refuge are generally of the lowest order of society?—They are generally of humble condition. At the same time, a very respectable tradesman not long since desired them to receive his son; how long that boy remained there I do not know, but the tradesman was a very respectable man.

3250. That probably was a case in which the child had got inveterate habits of pilfering, or some evil inclination of that kind?—I do not know.

3251. Can you inform the Committee whether these institutions are general throughout the Union?—There are several. There is one at New York, and there is one at Boston. My own knowledge is confined entirely to that at Philadelphia.

3252. Is it your belief that the success of the institution at Philadelphia has been such as to incline other towns and other parts of the Union to imitate the example?—I have no doubt of it; I think that is the tendency.

3253. You would believe, therefore, that the habit of sending children indiscriminately to prison either has ceased, or is likely to cease, throughout the greater part of the United States?—I believe it will be the case.

3254. You have stated with regard to the institution at Philadelphia, that the payment is partially by the state, and partially by individual charity. Can you inform the Committee how the private contributions are secured, so as to ensure the establishment from the danger of falling into deficiency?—I am not able to answer that question; I am not particularly familiar with it.

3255. Mr. *Fitzroy*.] Your Excellency referred to one of the objects of this institution being to rescue children from the dangers of large towns. Are the children to whom you refer, children who have been guilty of any criminal Act?—Not always; if they are extremely poor; if they have got into bad companionship; I speak of those who have not committed any criminal act.

3256. Whose business is it to find out those children, and place them in the house of refuge?—It would be the business, perhaps, of the police officers of the particular neighbourhood; but it would devolve as a peremptory duty probably on nobody; still if it appears to a magistrate that such is the condition of a child, he would then give the usual certificate, which would be a passport for introduction to the house of refuge.

3257. Then you are not aware whether or not this institution embraces the whole

whole of that class of children?—I should say that it can hardly be considered as embracing the whole of that class of children; but I speak vaguely on that subject. There must be some who are not brought within it.

3258. Then three classes of children are congregated in this institution. Do the whole of these three classes associate together indiscriminately?—I believe indiscriminately.

3259. The criminal with the innocent?—I believe so. I have said that it has been an effort perhaps from the very beginning to consider the establishment, not as a prison, but as a school; and, therefore, the inmates are treated with kindness and without severity, and they are always under supervision. I suppose at all times the eye of a moral instructor is upon them; and therefore there is very little danger. At night, as I have said, they have not any opportunity of intercommunication at all. They play together, and they are at school together.

3260. What is the longest period that a child, within your knowledge, has been detained in this institution?—I cannot undertake to say. The general principle I know is, that they bind them if they come out at the end of 12 months; but I have no knowledge of how long they have been detained there.

3261. Separate confinement is used as a punishment?—Certainly.

3262. Are you aware to what extent?—No.

3263. Are the masters who instruct them in religion and secular education at the same time ministers of any religious denomination?—I really am not able to answer that question.

3264. The authority of the Board of Management seems to be supreme?—Yes, in one sense.

3265. They are under no control whatever?—The judges of the courts may control them.

3266. If appealed to?—I have said that the judges of the courts, who are specially charged with the supervision, may interpose, and do interpose.

3267. Is it the business of a judge to act as a manager, and to attend to the institution constantly?—No.

3268. His business is only to interfere when his attention is called to particular circumstances?—He visits the house occasionally; the judges are in the habit of visiting, as a part of their duty; they look over the record, which is placed on the table; they see the character of the house; and if they find anything in the description of a particular individual, or in his course of conduct previously, which does not perhaps justify, according to law, the introduction of such a person into the house, they immediately interpose. They are not members of the Board of Management, but they supervise the conduct of the managers.

3269. You were understood to state that the Board of Managers volunteer their services?—Undoubtedly; they are without compensation.

3270. In point of fact, who appoints them?—I think they are elected, as I have said, by the contributors. The election of the managers takes place once a year.

3271. By the contributors?—Yes.

3272. And the State, in right of the annual appropriation given to the institution, takes no part in the election of managers?—It makes the judges *ex officio* supervisors; but I think it does not appoint any of the managers.

3273. Lord *Lovaine*.] Are the magistrates empowered to sentence juvenile criminals to be confined in these schools for an indefinite period?—Certainly not; they are entirely subject to the discipline of the house, when they come there, without any control on the part of the magistrates who send them.

3274. They may be detained in the school as long as the managers think fit?—Yes, subject to the supervision of the judges.

3275. Are all criminal children sent to this institution, or are these picked children, and are those of a greater decree of criminality committed to some other institution?—My opinion is, that all children of tender years are sent there. I do not believe that a child of tender years is subject to the ordinary prison discipline practically.

3276. Mr. *R. Palmer*.] With respect to children who have committed no crime, but are merely destitute or poor, in Philadelphia, are the magistrates or the police officers of the district empowered to take those children under their custody, and place them in the institution, without the consent of the parent?—

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Yes; if an ingredient of poverty be an exposure to crime and temptation, then the law will permit such a child to be placed in the house of refuge, subject to be discharged at any moment the authorities deem it wise to discharge him.

3277. Mr. *T. Egerton.*] Is the compulsory power which the managers of the house of refuge possess to detain a child conferred by law?—Yes; there is an express provision in an Act of the Legislature which gives them authority, and which restrains and limits that authority.

3278. Then the moment a child is brought into the house of refuge, whether by an order from the magistrate or by the consent of parents, he comes under the notice of the house, and is liable to be detained in the house?—Certainly, subject to the provisions I have referred to.

3279. Can a boy who has been in prison, or under sentence, be again admitted into the house?—That is a question which I am not able to answer in a monosyllable, and it requires a little explanation. In the preparation of the law, there was at one time, and it may still exist, probably from some inadvertence, a difference between the preparatory examination of children in the county of Philadelphia and that of children in distant counties of the State, and I have heard this complained of by some of the managers of the house, who thought that all the children should be introduced without any previous trial, except an investigation by the judges of the court, and should have a certificate either from the judges of the court or the magistrates. In the country, at a distance from Philadelphia, they did, in some instances, undergo a trial; but it stopped short, I think, of sentence. The case therefore can hardly occur that you have put of a child having been previously subjected to the penitentiary discipline, and then coming into the house of refuge.

3280. Is there any great tendency on the part of boys to escape from this institution?—Occasionally they are desirous to escape, and they have escaped sometimes; they are in general pursued and overtaken, and brought back by the direction of the managers.

3281. Your Excellency has used the term "child." By the law of America up to what age is the term "child" considered to apply?—In answer to an inquiry of that kind a little while ago, I stated that I was not quite certain. I cannot limit either the earlier or the lower period precisely; I am not sufficiently certain to give an answer; indeed I wish it to be understood that I speak with a good deal of diffidence on this subject. It has been under my eye, and I have felt an interest in it; and I have often been consulted professionally by the managers of the house; and on one or two occasions I have befriended them when a writ of habeas corpus has been taken out, with a view to prevent the discharge of a child irregularly as they thought. I speak, however, as I have stated, with great diffidence upon the whole matter; and if anything that I have said be not entirely accurate, you will be good enough to ascribe it to the circumstance of my not being as familiar with it as other persons.

3282. Has the writ of habeas corpus to which you have alluded, as having been taken out, generally been at the instance of parents or relations?—Yes, I think so. A parent, for instance, sometimes wants the services of a child at home, and thinks that the child will be able to render services at home, for which he is willing to encounter the risk of bad conduct again. The courts, as I have said already, are in general inclined to sustain what they deem a very valuable public institution; and uniformly, I think, when these cases have appeared before the courts, the judges have expressed themselves in strong terms of approbation of the general course of discipline, of the habits, of the character of the institution itself, and of the desire to prevent applications for the discharge of children.

3283. Would the defence set up in that case, be the bad character of the parents or relations who sue for the writ of habeas corpus?—The parent would apply to a lawyer to take out a writ of habeas corpus; he would apply to a judge, and an affidavit would be made of a restraint of liberty. Our habeas corpus is the same as yours; a person goes before a judge, and swears that such a person is restrained of his liberty. The judge issues the habeas corpus, and the person is brought up, and the managers of the house of refuge in the most free way agree to that. Every investigation that can be made is deemed by them to contribute to the general good, and particularly to the support of the institution. If there be any irregularity, they have no desire to continue it.

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3284. *Chairman.*] The judge exercises his discretion on the whole case?—Yes.

3285. Have Acts of the Legislature been passed regulating the house of refuge, or in any way with reference to it?—Yes; an Act of the Legislature has been passed establishing the house of refuge. Since that time supplementary acts have been passed, when it has been deemed wise to make anything like additional provision for power of restraint; and these have all contributed to indicate, that in the general sentiments of the legislature, as well as of the community, a favourable impression has been made by the operation of the system.

3286. Has the subject been repeatedly brought before the legislature in that way during the last 30 years?—Yes, and by the applications for the annual grant. The legislature sits in Harrisburg, which is about 100 miles from Philadelphia; and some of the managers generally make a trip to Harrisburg, when they desire to have an act passed providing specially for a particular grant.

3287. Among the documents for which you have sent, will there be found copies of the acts of the State of Pennsylvania?—Yes.

3288. Mr. *Adderley.*] Are the acts passed by different State legislatures for this purpose very similar in different States?—I am not familiar with the acts of other States which have been passed on the subject; I have looked through those of Pennsylvania; but I presume that the system being similar, the legislative enactments would resemble each other.

3289. What was the original institution of this sort in the United States?—My own impression is that New York had the first.

3290. Are you aware whether the number of these institutions in the United States is on the increase?—The tendency is that way, undoubtedly.

3291. Can you state whether, in the case of the Philadelphia institution, the first outlay for building was by a grant from the state legislature?—I am sure that in Philadelphia the institution originated, in its early movement, from private benevolence; but I will not undertake to say, that at a very early moment a legislative grant was not made. Individuals of kind feeling and habits of philanthropy used great efforts.

3292. In the first instance, for the purpose of creating an institution of this kind, has the institution property of its own?—It has so far property of its own, that the ground on which it stands, and the buildings which have been constructed, are its own; and I mentioned a little while ago, that the site of the old house, which was erected 20 or 25 years ago, has been contracted to be sold at a very large advance upon its cost, and the fund which will be produced by the sale belongs to the house of refuge.

3293. Are the legal owners of the property, the trustees appointed by the state?—Yes.

3294. Do you know whether there is any special fund for repairs or permanent improvements?—I do not know whether there is any investment yielding an annual income.

3295. Are you aware whether the property is in various departments of trust; for instance, is there any special fund for the provision of boys on their discharge?—No: they are all, I think, made apprentices; they are all discharged under age, when they are placed in families, or on farms, or with some tradesman; and therefore they are supported by the apprenticeship.

3296. If any fee or premium for apprenticeship were paid, would it be paid out of the general fund?—I doubt very much whether there is such a habit on the one side or the other. Persons are often very desirous in the country of having on their farms good sturdy boys, and of having in their families girls who are able to bring with them, even from a place like this, a good character; and I do not remember that in any case a premium has been paid on apprenticeship.

3297. You state that the children are sent with a magistrate's certificate for admission; is the admission entirely at the discretion of a board of trustees?—I would say that it is subject to the supervision of the judge, whose attendance would take place a very little time afterwards. They have the immediate control.

3298. Is the certificate of the judge imperative upon the board of managers?—A magistrate certifies; the boy is brought to the house of refuge; a manager may not be there; the person who has the superintendence and is the principal person there would admit a party producing a certificate of that kind. The

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managers would judge, in the first instance, of the regularity of that certificate; and subject to the supervision of the judge, when he comes, that would be corrected or confirmed.

3299. You have stated that the general rule is, that boys who are sent to this institution, have become amenable to some penalty of the law?—I think so.

3300. You have spoken of exceptional cases, in which parents send unmanageable children; are not such cases sent upon a charge of the crime of stubbornness as a recognized criminal charge?—Not exactly; but a parent has complained that he was unable to control the child.

3301. Is not stubbornness a criminal charge recognised in the statutes of the United States?—No.

3302. There are children sent simply from circumstances of destitution, and not having parents or homes?—Yes.

3303. Is there any other provision for such children as, in England, are called pauper children, receiving education?—That opens a very wide field; our public schools are very liberally provided; and no matter how poor a child may be. Education is given in Philadelphia to about 50,000 poor children; that is, children who do not pay a dollar for their education.

3304. Then a destitute child of a respectable parent would never come to this institution at all, because a respectable parent would probably send such a child to the state schools?—There is no necessity why the mere want of education should carry a child to the house of refuge, but there may be poverty which would expose a child to great danger; clothing, and food, and everything of that kind might be wanting, in addition to education; and in such a case the child would find an entrance into the house of refuge without crime.

3305. Then the advantage of the house of refuge over a state school for a destitute child is, that in the former he would find lodging and clothing?—Yes.

3306. There being no charge upon the parent of such a child, and the provision being superior in that school for a child to the common state school, do not you fear that may be, to a certain extent, a premium upon voluntary negligence?—As I have said, I have never heard a suggestion of that kind made. You can take away the child, in effect, altogether from the parent, when you send the child to the house of refuge. When a child is sent to a public school, in the evening and the intervals the child is still with the parent, and the parent withdraws that child from the school whenever he chooses, but not from the house of refuge.

3307. As far as education and instruction go, which school should you say gives the best education?—The public schools undoubtedly, because they go through the primary schools there, and, as a reward, find an introduction into the principal schools, where education of the very best kind is afforded, and where there is no branch of science or literature which may not be taught.

3308. Then the parent would know that in getting a child into the house of refuge, he would be placing the child in a position for getting inferior education to that which is given in schools which are open to the child elsewhere?—Certainly. The education is, of course, in very plain matters; reading, writing, and arithmetic are perhaps pretty nearly the extent of the education in the house of refuge.

3309. Are there inspectors appointed by the state to report upon the houses of refuge from time to time?—There are no inspectors, so called; but the judges of the courts have a supervision, which amounts to an inspection; the grand jury are in the habit of visiting the houses of refuge, and reporting upon them. I saw in an American newspaper that I have received lately, the report of a grand jury who had gone round these different institutions, and they made comments favourable to the houses of refuge. They are, therefore, frequently visited by individuals who are connected with public bodies.

3310. Are the trustees in the nature of a corporation, appointed by the state legislature, in whom the government of the house of refuge is vested?—Yes; but they are not appointed by the legislature, they are, as I have said, elected annually, and I believe by the contributors to the house. The legislature does not appoint the managers. The legislature officially invests certain judges of the courts with a power of supervision, but the managers are not appointed by the legislative body.

3311. Is the language of the act, that there shall be a board of managers elected by the contributors?—I think it is to that effect.

3312. When

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3312. When a child is taken out under a writ of habeas corpus for hearing, is that hearing in the nature of a criminal trial?—A habeas corpus merely brings up an individual who complains, or on whose behalf a complaint is made, that he is restrained of his liberty; the judge examines whether he is unduly restrained of his liberty, and if he is merely restrained under proper directions, and in the proper management of the house of refuge, he is remanded, and not discharged.

3313. Can you state whether there is any advantage in such institutions being partly supported by voluntary contributions, and not wholly supported by state grants?—I should say, speculatively, that it gives interest to those who voluntarily become the managers, and that they feel, perhaps, a double interest, from the consciousness that it is, in a degree, from private charity.

3314. In the Act for the formation of Westborough Institution, the age of 16 is the maximum age; are you aware whether that is the age usually recognised in law?—I cannot answer the question with certainty.

3315. Do you know whether children who are committed to the house of refuge are ever committed for such a term as "during minority"?—That is, I should think, a possible case; but I do not believe that, in practice, it operates.

3316. You have stated that 12 months is the average term; are there much longer terms?—Yes; but I have already stated that I do not know what has been the extent of the term.

3317. Are you aware whether there is in the Act any definition of the amount of crime committed by boys admissible to this institution?—I think not.

3318. Boys detected in aggravated crimes, or showing indications of a malicious disposition, would not be admitted?—I have mentioned already that I do not remember any instance of a person of tender years coming before the criminal courts. I think they are uniformly sent to the houses of refuge. If, therefore, there have been such cases of uncommon crimes, aggravated crimes, or great malignity of heart, which would otherwise have gone to the prisons, and not to the house of refuge, they have not come within my knowledge.

3319. If boys abscond from the house of refuge, or prove incorrigible, may they be sent from the house of refuge to the gaols?—I should think that is possible.

3320. You are not aware whether there is a special provision in the Act on that subject?—I do not remember a precise provision.

3321. The discipline of the house of refuge is chiefly insisting upon strict conformity to the rules of the house?—Yes.

3322. Are you aware that when children have been there any length of time more trust is placed in them; as, for instance, their being employed as monitors?—I have no doubt that the system exists, but to what extent precisely I do not know. That would depend on the tendency of the instruction as much as anything else, and care and management. I have no doubt that would be very naturally resorted to.

3323. Are you aware whether there are paid servants for the domestic management of the establishment, or is that duty performed by the boys and girls in the institution, such as the care of the house and cooking?—They are employed undoubtedly; but they are under persons who have the responsibility. There is a matron, and two or three sub-matrons; there is a superintendent, and he has assistants; and these persons of course employ the boys and girls in performing duties about the house, but not independently.

3324. Mr. *J. Ball.*] Your Excellency has stated that the results which have been experienced from the institutions already existing in America have created a tendency in other states to introduce a similar system?—That is my impression.

3325. In Pennsylvania it has originated in the voluntary efforts of individuals. Are you able to inform the Committee whether in any instance such institutions have been established and exclusively supported by the state funds?—I really do not know. My experience is extremely limited.

3326. Where assistance is given, it is in every instance given from the general funds of the state, derived from taxation over the whole of the state?—Yes. There may be contributions from the county of Philadelphia. On the subject of the precise mode, and the precise appropriation of the finances, I have spoken with more diffidence than with regard to other parts of the subject; and with regard to that subject, I would refer to that with which I hope hereafter to furnish the Committee.

Reverend *Sidney Turner*, called in; and Examined.

Rev. *S. Turner.*

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3327. *Chairman.*] IN reference to the evidence which you have already given upon the subject of this inquiry, do you now produce certain documents for the information of the Committee?—Yes; I wish to put in a return of the dietary, its nature, and its expense, at the school at Red Hill. I put in also a return of the names, employment, and salaries of the officers employed, and a copy of the printed account of the school, which contains all the particulars of the school accommodation and working, and its expenditure for 12 months, ending the 31st December. (*The Witness delivered in the same.*)

Vide Appendix.

Reverend *Frederick Temple*, M. A., called in; and Examined.

Rev. *F. Temple*, M. A.

3328. *Chairman.*] ARE you the Principal of Knellar Hall?—Yes.

3329. Where is that institution?—In the parish of Twickenham, in the county of Middlesex.

3330. When was it founded?—It was first proposed in a Minute of the Committee of Council in 1846, and was built in the course of the years 1848 and 1849; it was opened on the 12th of February 1850.

3331. Have you been the principal of that institution ever since its opening?—Yes.

3332. Before that time were you employed as an examiner in the council office?—I was examiner in the council office from the 1st of May 1848, until I went to Knellar Hall.

3333. Have you seen much of the working of the different systems of education for the poor?—I have seen a great deal of it; I had attended to it before I became examiner in the Council Office; and when I was examiner there, it was my duty to read over the reports of all the inspectors which were sent in to the Committee of Council; by that means of course I, in one sense, saw the working of the different systems, even more than the inspectors themselves; and I have taken every opportunity of making myself acquainted both with the ordinary books that have been written on the subject, and with the leading institutions for that purpose in the country.

3334. Has your attention also been turned to the subject of the care of criminal children?—Very much indeed; and even before I came to the Council Office I attended to it particularly. My attention was drawn to it before I left Oxford, by the case of a young man who was a servant in Baliol College, who committed a theft, and who expressed a desire to reform, and applied to me to assist him in some way to make a change in his life. I saw then a good deal of what might be done for any one who was really desirous to reform, and I have paid great attention to the subject ever since.

3335. In the first instance, attending to the subject of criminal children, will you favour the Committee with any suggestions you have to make with regard to their treatment?—I think that the mainspring of the education of such children must be hope, as what crushes any spark of repentance in their better moments is the sense of despair; that must be the guiding principle of everything that is done for them. Their education is different from that of the children of the labouring classes, because they are, in the first place, morally diseased; and in the second place, generally speaking, they have not parents who can be depended on to fulfil the duty of parents; and the school, therefore, has to reform and to educate them in a double capacity, both as a school and as a parent. The schools that are needed for this purpose, as it seems to me, are such institutions as we have at Red Hill, where the staple of the education would be farm labour; farm labour, as far as my experience has gone, has answered better than any other kind of employment; it is more invigorating to their bodies, when they are diseased; it affords afterwards the largest labour market to receive them, and to give them employment; and it is less liable than any other kind of industrial education to cause discontent in the minds of labouring poor generally. The labouring poor are likely to be discontented when these children are trained up to trades which would cost themselves too much to train their children to; and they will not be so likely to complain when the employment is one which is quite within their own reach.

3336. You

3336. You have expressed a general approbation of the system adopted at Red Hill?—Yes.

3337. Are there any suggestions which you wish to make for the improvement of the system there?—I do not know that I could make any suggestion for the improvement of the system at Red Hill. I have visited Red Hill, but I cannot speak from any intimate acquaintance with it.

3338. Have you turned your attention to the subject of finding proper teachers for schools like Red Hill?—I have thought of it a great deal. I am sure that a great many different systems of education for juvenile criminals might succeed. I can conceive the system at Parkhurst, which is very different from that at Red Hill, succeeding quite as well as the system at Red Hill, if only it could be worked by men who were capable of really getting the best out of the system. But I cannot conceive any system succeeding without fit men to work it. I do not mean that all systems are exactly alike; but I think that the difference between one system and another is not to be compared to the difference between one man and another. At present this is not so much observed, because the efforts that have been made for the education of criminal children have been so meagre, that there has been comparatively very little difficulty in finding teachers for such schools; but if any extended system were to be pursued, any system which should embrace the whole country, the difficulty of finding men to work it would be very great. There would be difficulty in two ways; first, in finding men at all; and, secondly, in getting them to work in harmony when they were picked up, as they now are. At present whatever has been done has been effected by individuals, each man pursuing his own system. That could hardly be possible, if anything like a national system were adopted.

3339. Does that last observation apply to pauper schools as well as to criminal schools?—Yes. There is already, in a certain sense, a system of pauper education; but it can hardly be said that the schools in workhouses are schools at all; they are rather places where the children are taken care of than schools. An inferior kind of men may be easily found to take charge of such schools; but men who are fit to take charge of pauper schools, so as to depauperise the pauper children, would be much more difficult to find. They must be actually selected and prepared, if they are to be obtained.

3340. Was not that one of the objects of the institution with which you are connected?—The finding and preparing of such men, both for criminal and pauper schools, was the great object of Kneller Hall.

3341. Will you describe the scheme of Kneller Hall?—In the first place, there was a need of masters to take charge of the children in the workhouses. This was looked upon as merely a temporary need, which would gradually disappear before the further development of the system. In the second place, it was contemplated that the present workhouse schools would be replaced in a short time by district schools for pauper children over the whole country.

3342. Formed under the 7 & 8 Vict. c. 101?—Yes. Kneller Hall was intended to supply schoolmasters for both these purposes. Besides that, it was hoped, although it was considered a still more distant prospect, that more schools would eventually be established for criminal children, and that Kneller Hall would be able to supply masters to such schools also. The plan of the institution itself was, that there was to be a large training school, and attached to it were to be two schools for children; a pauper school and a penal school. The pauper school and the penal school would serve as practising schools for the students. It was supposed that in this way the students would be made thoroughly acquainted with the work they had to do; and that the different fields which were embraced by the two different kinds of schools would afford an opportunity for selection, so as to send always the right man to the right work. A man requires very peculiar qualifications for the office of schoolmaster in a penal school, and he requires therefore to be both carefully selected and carefully prepared. The only chance of selecting men is by trial. In a training school, with a practising school of this sort attached to it, it would be possible to give men who wished to become masters in penal schools a fair trial, and to determine whether they were fit or not; and if they were found to be not fit, it would be easy to employ them in schools which would not demand such very peculiar men; that is, pauper schools. It was also thought that there would be sure to be many men whose intellectual attainments

would be of rather a low order, and who would perhaps have a small chance of obtaining employment by showing evidence of learning, but who would be extremely well fitted for schoolmasters in such schools. At present such men as these have no recognised method of being tested, and of having their merits certified by proper officers. Such men would of course be able to come to Kneller Hall to enter into the system there, and would, if they were really fitted for such work, receive certificates to that effect from officers responsible to the Government for what they said.

3343. At what age are young men who are intended for these duties admitted to Kneller Hall?—Generally from 17 and upwards. We admit them at any age after 17; that is the lowest limit.

3344. What is the largest number you have ever had at any one time?—We had 62 students last Christmas; there are now 55; I have sent out seven since Christmas, to take charge of different schools.

3345. What is the minimum time that you require them to remain?—The minimum that I have required them to remain, is a year. It has been left discretionary with the principal, what time he will require each student to remain in the institution. I should be glad, certainly, generally speaking, to keep them for two years; but the demands are so very pressing, that it is not possible at present to do so.

3346. Have you a considerable number of candidates for admission?—We have a tolerable number; I expect a sufficient number to fill the institution next Christmas; but from the peculiar nature of the school, from the distaste which many young men feel towards the prospect of being masters in workhouses, and from the lowness of the salaries of those masters, in comparison with the salaries that can be obtained by the very same men in National schools, we generally speaking get a great many who have been rejected at other training schools.

3347. Evidence has been given before the Committee of the formation of district schools; you have stated that one primary object of your institution was to train masters for district schools?—Yes.

3348. Have the difficulties in the formation of district schools had the effect of cramping, to a certain extent, the efficiency of your institution?—Very much. We do not get the students we ought to get; and they work discontentedly, because they do not feel that they have a real prospect of doing what they are trained to do. To a great extent, they are very much thrown away in the present workhouse schools; and they feel it.

3349. What is the system of training they go through?—The system of training which was originally intended was, that they should be at the training school for a year, studying and attending lectures, and working daily in the field, and having at the same time very little to do with the practising schools; then that they should be drafted off to the practising schools, that the hours given to study should be very much shortened, and that their time should be principally devoted to taking charge of these practising schools. The idea was, that the penal schools should consist of three or four small establishments, with a small number of children in each of them, under a master, assisted by three or four of these students; and, again, that the pauper school should consist of a large establishment, with a governor at the head of it, and the senior students constantly sent to teach in the schools, and to take charge of the children. At present, that plan cannot be carried out; because we have neither a penal school nor a pauper school, and we are obliged therefore, for giving the students any knowledge of the art of teaching, to depend on a small parochical school which has been built for the children from the village close to Kneller Hall.

3350. What school is that?—Whitton. The general outline of our present system is that the students attend lectures in the morning; they are at work in the field in the afternoon, and they are at private study in the evening. The lectures occupy them until dinner time, and immediately after dinner they all go out to work in the field, and generally I go with them. Occasionally we give up lectures altogether, and are out in the field the whole of the day, sometimes for a fortnight at a time. All through this the students are sent into the village practising school, four at a time, one to take charge of each class.

3351. You have never had one of these practising schools?—No.

3352. Neither a penal nor a pauper school?—No. That of course prevents us from really preparing our students at all in the sort of way that it was intended they should be prepared, because at present they can only be prepared for the specific

specific duties which they have to discharge afterwards by lectures on the subject; lectures, for instance, on the state of the poor, and on political economy as bearing on the state of the poor, and upon the possibility of reforming criminals. Such lectures are really very inferior modes of educating them for their work, to what would be supplied by a system visibly exhibited before them.

3353. In point of fact, it is only half of what you contemplated originally?—Yes; and although no doubt it is much the most expensive half, yet it can hardly be said to have half the efficiency.

3354. Is there anything further you wish to add with regard to Kneller Hall, or the peculiar subjects of the inquiries of this Committee?—I only wish to add, that I think it should be our aim to educate these men as highly, compatible with the necessity for a great deal of manual labour, as we possibly can; because I am convinced that the most educated men are the best fitted to deal with the most degraded classes, and that criminal children and pauper children, instead of requiring a less educated man than the children of independent labourers, require, if he can be got, a much more educated man; and, as far as my experience has gone of the students whom I have sent out, I am quite certain that upon the whole (of course there are exceptional cases) the best schoolmasters, and those who have the most chance of reforming criminals and depauperising paupers are those who possess the highest intellectual attainments. I think I could easily show that that is the opinion also of the inspectors who have considered the subject. I hold in my hand a letter from the chairman of the Bishop Stortford Union to the Poor Law Board, describing the state of the school before the appointment of the schoolmaster about whom he was writing, and describing his impression of what might be effected by appointing a really superior schoolmaster.

3355. Do you adopt the opinions expressed in that letter as your own?—Certainly. I have other letters expressing the same opinions; but I picked out this letter because it states facts. He says:—"For many years the education given to the children in the union workhouse was most unsatisfactory. An inefficient master had the care of the boys, and the result was, an increase of pauperism. I will mention a few facts that have come under my notice. One of the present pauper inmates of the workhouse, aged 22, can reckon 38, besides himself, brought up in the school. Of these 38, two are transported for 10 years, four for 15 years, one for 20 years, 12 others have been imprisoned, and only seven, as far as he knows, are doing tolerably well. Some of the 38 are almost permanently chargeable, living in the workhouse as their home. Our workhouse has been less full than usual; but in the boys' school, the other day, I reckoned 25 orphans, dependent entirely on the rates for support and education. The population in almost all the parishes within the union is debased and pauperised, though a manifest improvement has taken place since the passing of the present law. A well-ordered workhouse will do much to improve this class still further. Your Board has kindly sanctioned many improvements in the classification of the paupers in the workhouse; the guardians are employing a large staff of officers to ensure good order and discipline, and are well-disposed to carry out with energy any practicable system of improvement. They are, above all, most anxious to turn the union house to better account than the making the school a nursery for the able-bodied yards, or for the county prison. It was, therefore, with great pleasure your minute dated 31st March 1848 was read. From circumstances we were not in a position, for some time, to avail ourselves of the advantages then held out; but last spring I applied to Kneller Hall, when I represented the state of the union to Mr. Temple, who kindly sent our present schoolmaster to take charge of the boys. Since that time he has been with us, and a very marked and decided improvement has taken place, an improvement far beyond what I could have expected in so short a time. He has imparted some of his own energy to the boys; many have already obtained places, which they seem well disposed to retain, and those not of an age to go out are desirous of being qualified for work. Industrial training is well attended to; the labour performed is performed more expeditiously and in a better spirit than formerly; the boys are made to understand what they learn, and a much better tone is imparted to the other officers of the union. Mr. Cole's attainments are high, as he has obtained the highest certificate ever awarded by the Privy Council, or by your Board; and he establishes most clearly the fact, that a person of highly cultivated mind, when his heart is in his work, is the person best qualified to

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teach and elevate an ignorant and degraded class. To such a man, however, the salary awarded is only 44 *l.*, or 14 *l.* only in excess of what was awarded to a man we were most thankful to have removed; and this salary will be even decreased as the numbers in the school decrease, in consequence of the boys being better qualified for employment. Under these circumstances, I most urgently appeal to your Board, either to reconsider the amount of salary you have awarded, or to make such a gratuity in this case, for a limited period, as may enable us to secure Mr. Cole's services for a longer period than we can otherwise obtain them. The number of boys in our school last year was 56; but the importance of a school cannot be tested by the number of scholars only. I trust I have said enough to show that, in this important agricultural district, an efficient workhouse school and efficient workhouse discipline will be attended with very happy results."

3356. Mr. *Miles.*] What is the salary of the schoolmaster mentioned in the letter you have read?—He had 44*l.* a year.

3357. *Chairman.*] And rations and lodging in the house?—Yes.

3358. Mr. *Miles.*] Considering his attainments, was not that a small salary?—It was not half the amount he could have got anywhere else.

3359. Does he still retain his situation?—No; he has gone to a larger union school at Birmingham, and he now gets 60*l.* a year and his board and lodging.

3360. Do not you think that when you put a man of that high class of attainments in a school where he is so ill paid, that the frequency of change would more than counterbalance the good he individually does at the time of his having the superintendence over that school?—It depends of course upon how frequent that change is, and it depends also on the possibility of sending another man equal to himself to take his place.

3361. In all probability, supposing a person of high attainments is put into a primary school with that description of salary, would not the change be very frequent?—I should think he would change, as soon as he possibly could, to any other pauper school where he would get a higher salary.

3362. The object for which Kneller Hall was established has not been carried out, because on its formation, as you have stated, it was intended entirely for the instruction of masters to take the charge of pauper and penal establishments?—Yes; it was so intended.

3363. From your knowledge of Red Hill, do not you think it would be very possible, after you yourself had trained for a certain time, (say 18 months,) a person in your establishment, to transfer him as a student to Red Hill, so that he might become perfectly imbued with the system which is there necessary to be adopted as regards criminal children?—I do not think it would be nearly as useful as a penal school at Kneller Hall might be made.

3364. As it does not seem probable, whether from the expense or otherwise, that what was originally intended is likely to be established, supposing this Committee should report in favour of general reformatory schools, do not you think that with the experience you have had at Kneller Hall, with an additional term of seven or eight months which they may get as students at Red Hill, you could establish very proper masters for penal schools?—I think it would be better for Red Hill to act as a practising school in that way to Kneller Hall, than to have none at all as we have now.

3365. You have stated that it requires a man of very peculiar attainments to take charge of these criminal children?—Yes.

3366. Do you think it would be safe to take your students from Kneller Hall now, with actually no practice with criminal children, and place them immediately over criminal children?—No; I should not like to do that. I could rarely speak with anything like confidence of their fitness for such work. I could do it now and then.

3367. Still from your knowledge of Red Hill, and knowing exactly how that school is conducted, you would not fear to send students from your establishment merely to get the necessary qualifications, and to adapt themselves as teachers or warders of criminal children in reformatory establishments?—No, I should not. The difficulty I should feel would be, that supposing they proved themselves not fit for that kind of work, it would be very difficult to take them back again; whereas if I had a penal school at Kneller Hall, if I found them unfit for one, it would be extremely easy to transfer them to the other sphere.

3368. My

3368. My question is put in the alternative of not having a penal school?—I think it is better to have it there than to have none.

3369. Then of course under Mr. Turner some provision should be made that they should return to you if they were not qualified to take the charge of criminal children?—Yes.

3370. Mr. *M. Milnes.*] Have you at the present moment any pupils who seem peculiarly adapted for the training of criminal children?—I have just sent one to Red Hill by special permission of the Committee of Council, who I thought was peculiarly adapted; I am very confident about him; and there are some others who I should think it probable would be well adapted; but of whom I could not speak with the same confidence.

3371. Mr. *Miles.*] Under what provision has he been taken to Red Hill?—The students at Kneller Hall are restricted by the terms on which they enter the place, to go and take charge of Government schools; that is, schools for pauper or criminal children, and all other schools which are directly under the control of the Government; but I obtained special permission to send this student to Red Hill, on the ground that while there was no system of penal schools in this country, Red Hill might be considered now to a certain extent as fulfilling the same general objects.

3372. Then having got this special leave, as far as regards this one student, do not you think that until some penal establishment for juvenile criminals is adopted by Government, it would be very safe to send those persons whom you think peculiarly qualified from your establishment for the last instruction?—The student whom I have sent has gone there as a master, to be paid by the society which has charge of Red Hill; but I understand your question to bear upon a proposal to send them there not as masters, but as students, and of course, therefore, not to receive salaries. I think, in the alternative of our having no penal school at Kneller Hall, it certainly would be the best plan.

3373. From the experience you have had, first of all as examiner in the Privy Council Office, and next, the knowledge you have had for a period of two years of what has taken place at Kneller Hall, would you not, in the alternative, be induced to recommend that that system should be adopted?—In the alternative, certainly.

3374. Mr. *M. Milnes.*] Will you state what appear to you to be the advantages of combining penal and pauper schools in one locality, where the students should be able at the same time to practise in both, rather than having them in separate localities, where the students might at one time be practised in one and at another time in the other?—I do not quite understand your question. The plan at Kneller Hall is, that the pauper and penal schools should be attached to the training school.

3375. Was it contemplated that these students should be practised both in pauper and penal schools, or partly in pauper and partly in penal schools?—That some of them should be practised in the pauper school, and that some of them should be practised in the penal school, at the discretion of the principal.

3376. That being the arrangement, what is the objection to the students who are considered apt for the education in penal schools, being practised in a separate locality?—The objection is, that it breaks the preparation in two. Where the penal school is on the place, all students who are studying, during their course of study have that before their eyes, and are preparing for it. They know what they are preparing for, and all the lectures which are given have, of course, a perpetual reference to that; but if the practising penal school is at a great distance, the great mass of the lectures which are intended directly to bear upon that subject, are really mere words. There is the same reason for having them together, as there is for having an hospital where a man is to be qualified as a surgeon.

3377. Was that advantage (which is indisputably a great one) considered sufficient to overrule all the objections that might arise from the connexion of a pauper and penal establishment in the same locality?—The objections were not considered very great to having a pauper and penal establishment in the same locality. They would not be in the same building at all; they would be completely distinct; and although it would be very difficult to make any difference in the food, yet it would be very easy to make a considerable difference in the nature of the education; and it would be right to do so, because the education of a pauper child ought to be much more intellectual and less industrial in comparison,

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parison, and the education of a criminal child ought, on the contrary, to be much more industrial and less intellectual. A pauper child requires more industrial education than the child of an independent laborer, because the child of an independent laborer gets it at home, but a criminal child generally speaking requires that the very staple of his education should be manual labor.

3378. Until a penal school is established in connexion with Kneller Hall, you can see no objection to the students being exercised elsewhere in penal schools, as an alternative?—No. As an alternative, except as far as it may stand in the way of a penal school being established at Kneller Hall.

3379. You attach great importance to that?—Yes. I think that half our work is thrown away for want of proper practising schools.

3380. Would it not be possible, from facilities in distances, to alternate in some way education between the students at such an establishment at Red Hill and at Kneller Hall?—I do not think it would be possible. It would be necessary, not only to alternate the students, but to alternate all the lectures; because when I have to lecture upon a subject, it is of quite as much importance that I should have the experiment before my own eyes as it is of importance that the students should have it before their eyes.

3381. Are you aware that the Committee of the Privy Council have declined to accede to the request of the committee of Red Hill establishment, that students should be sent to them on these terms, on the ground that it would be inconsistent with the Minute of the 21st December 1846?—Yes.

3382. Does that Minute necessarily confine the operations of the Committee of Privy Council in this matter to the state of Kneller Hall?—It so far confines it that it proposes a certain scheme which has not yet been carried out, and it would of course be a kind of inconsistency in the Committee of Council to assist another scheme when they had not finished their own.

3383. So that any permission of the kind requested by the committee of the Red Hill establishment would be a violation of that Minute?—Yes.

3384. Do you think the acceptance of that alternative would be likely to prevent the establishment of a penal school in connexion with Kneller Hall?—I should be a little afraid that it would. There are evidently very great difficulties in the way, and anything which seemed like a compromise might certainly delay the completion of the scheme.

3385. Do not you think that an arrangement, the effect of which was to increase the number of children fit for the position of masters in penal schools, would in itself rather tend to such an expansion of the system of penal schools as would make the establishment of a penal school in connexion with Kneller Hall most advisable, and so demand public attention as to be considered necessary?—It might be so. I should not have expected that the fact that there were a good many masters fit for the work, would very much encourage the establishment of penal schools.

3386. Do not you think that one of the great difficulties which this Committee, or any body of persons who consider this subject, have to contend with, is the want of masters who are fit to superintend such establishments?—Yes; I think it is probably the greatest.

3387. Would it not, therefore, advance the question generally, and accelerate the establishment of such a school at Red Hill, if more masters were trained?—Possibly.

3388. Mr. *Adderley*.] Why do you think there should be a separate training school, such as Kneller Hall, for your purpose, distinct from other training schools?—Because I think the masters for criminal and pauper schools require a very special preparation.

3389. If they want special preparation, would not drafting men from the general schools throughout the country, under the inspection of the Committee of Council, be a still better plan?—That would be a special selection, but I think they need a special preparation.

3390. Is the special preparation to which you refer, rather practice than instruction?—I think the manual labour is a very important part of the training school at Kneller Hall, which is not made so prominent a feature in any other training school.

3391. Is there any reason why the system of manual labour should not be adopted in other training schools?—If other training schools took up our system, of course they would remove the necessity for our existence.

3392. Your

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3392. Your own opinion seems to be, that penal schools and pauper schools, like all other schools, depend more on the man than on the system?—Very much more.

3393. In training specially by such institutions as you recommend, must there not always be a great loss of labour in training inefficient men?—Yes, necessarily.

3394. Is there not also this objection, that by the system men who have not a special gift or turn for the purpose are enlisted in that particular employment?—The sphere of employment is very wide, if you take in both criminal and pauper children; those who would be quite unfit to take the more difficult work of reformatory education, would be well enough suited to take the subordinate places in pauper education.

3395. Still taking the circle which includes both criminal and pauper education, you consider that the two together make a special department?—Yes.

3396. Then does not the system of special training tend to enlist men who have not a natural gift or turn for that special purpose, in the employment?—I do not think that men are likely to seek that special employment without having a natural taste for it; of course there is the same danger that you will get inefficient men as there is in any other training school; but that can be prevented, to a certain extent, by careful selection at the beginning, and to a certain extent dismissing those who are found to be quite unfit for such work.

3397. What sort of information or certificate do you receive of the special fitness of men who come to your school?—We have a certificate; and then we generally write to the person who makes the application, to learn something of the character of the applicant; generally speaking, we write to the clergyman of the parish; then there is a very careful examination.

3398. Have you generally found that the statements made to you on the admission of individuals have turned out to be correct?—Tolerably correct; they are, generally speaking, exaggerated; but a person who is accustomed to such statements can generally read them pretty accurately.

3399. Is an obligation imposed on students in your school, not to take the charge of any other description of school?—At present it is entirely a moral obligation; they come on that understanding; there is no legal hold upon them.

3400. Do you know with certainty that that moral obligation has been practically binding?—Yes, in the majority of cases. There have been cases of students who have withdrawn from it, but those have been very few; I think only two.

3401. Are you aware how many you have sent out since the year 1850?—Twenty-two.

3402. Of those 22 only two cases you believe have failed?—Only two.

3403. Should you not prefer, if you had the means, sending your students out to such institutions as Red Hill, throughout the country, to having practising schools close to your own neighbourhood?—No.

3404. Do you think it would be a more practical training?—No; I am sure that it would spoil a great deal of our work.

3405. What would be the nature of the practising schools that you propose close to your school?—The penal school would consist of three or four small establishments, in each of which should be about 50 children, and a master, and three or four or more students, who would be sent in to take charge of the school under him. The pauper school, where there is not the same necessity for breaking up the children into small establishments, would be one large establishment under the governor, with several students residing in the house as his assistants.

3406. From what area would you draw the children to both those schools?—It is very difficult for me to answer that question. If I am asked my own opinion, I think the criminal children would be taken from London, which would supply quite enough.

3407. Do you think that the children within a certain district round the school would supply both the penal and the pauper school, without having recourse to more distant parts of the kingdom?—London would certainly supply both the penal and the pauper school.

3408. Then how would such practising schools in your neighbourhood affect existing institutions, such as Red Hill?—I should not think that the supply was by any means exhausted.

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3409. You think there would be a sufficient number of children to form, as it were, a second Red Hill in your neighbourhood?—I think so; the number of convictions, I think, in Middlesex, last year, was between 3,000 and 4,000.

3410. You are aware of the proposition which has been made from Red Hill to the Committee of Council, to take students from Kneller Hall for training at Red Hill?—Yes.

3411. Are you aware of the answer which was made by the Committee of Council?—Yes.

3412. Can you state the nature of that answer?—The answer was, that the Committee of Council considered that it would be inconsistent with the Minute by which Kneller Hall was established.

3413. Can you state in what way it would be inconsistent with that Minute?—I presume that the Committee of Council meant that they had proposed a scheme of their own, and that this would be establishing another school, when their own scheme was not yet completed.

3414. Can you give the Committee any actual return of what the 22 students sent out from Kneller Hall are doing, or where they are?—Their present employments are as follows:

Walter Baugham	West Australian Convict School.
John Cole	Birmingham Union School.
Charles Hurst	Broke his engagement and went to Australia.
William Oaten	Not now employed, but ready to be. Being married, he finds a difficulty in getting a place.
Alfred Bleksley	Just appointed to the Bradfield Union School.
Thomas Brownsdon	Kirdale Industrial School.
John Chalklen	Blything Union School.
Henry Hartland	Greenwich Royal Naval School.
Henry O'Donnell	Just resigned the Williton Union School and ready for another.
Edward Vinall	Broke his engagement, and is now a clerk in London.
John Graffham	Windsor Union School.
Joseph Jessup	West Hampnett Union School.
James Neal	Swinton Industrial School.
Francis Price	Leicester Union School.
Charles James Vinall	Bishop's Stortford Union School.
John Craston	Norwood Industrial School.
Alfred Rowley	Not at present employed, but a candidate for a situation in Parkhurst.
Francis Bignell	Burton-upon-Trent Union School.
William Dennett	Red Hill Reformatory School.
Henry Lee	Walsingham Union School.
James Moorhouse	Swinton Industrial School.
Giles William Marsh	Stroud Union School.

3415. What effect would such a practising school as you propose have on the national schools in the neighbourhood?—No effect at all.

3416. Would it not have a tendency to draw off children?—No, because the children would not come from the national schools either to pauper or penal schools.

3417. In what way would you restrict their coming?—Children would only come there who were sent either by the magistrates as criminals, or by the guardians as paupers.

3418. You would close such schools from the children of the independent poor?—Certainly.

3419. Mr. *T. Egerton.*] Will you state what are the maximum and minimum salaries of masters in pauper schools?—The masters of such schools upon examination are divided into four classes, according to the certificates they obtain: efficiency, competency, probation, and permission; and the salary of the master who obtains a certificate of efficiency, consists of his board and lodging, and 30 *l.* a year, fixed salary, and 10*s.* per child (it was before 5 *s.*) for all the children in his school. There are three grades in this certificate, and the master who obtains the highest grade is allowed to receive as much as 60 *l.*; that is, 30 *l.*, in addition to the fixed 30 *l.*; the one who obtains the certificate of the next grade of efficiency receives 55 *l.*; the one who obtains the next, 50 *l.*; the absolute maximum would be 60 *l.* in money payment.

3420. Mr. *J. Ball.*] You have no doubt that it is quite impossible to carry out the system of training masters, either for pauper or penal schools, without actual practice?—I am quite certain of it.

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3421. No adequate result can be obtained by the expenditure already incurred in Kneller Hall, unless to the existing institution there be added a pauper school, a training school, and a penal school?—Certainly not any adequate result, and hardly, I think, even an approximation to it.

3422. You are of opinion that the bringing together of three classes of institutions, namely, training the masters in connexion with a penal school and a pauper school, is by far the most efficient way of producing an adequate supply of efficient masters?—Yes, by far.

3423. And you cannot suggest any mode by which that object, or anything approaching it, can be attained, except by carrying out the original design?—I do not think anything equal to it can be attained in any other way.

John Edward Johnson, Esq.; called in, and Examined.

J. E. Johnson, Esq

3424. *Chairman.*] YOU are a Magistrate for the county of Surrey?—I am.

3425. How long have you been so?—Fourteen years; I came into the commission in the year 1838.

3426. Are you also the Treasurer of Bridewell Hospital?—I am.

3427. Is that an institution under a president, treasurer, and body of governors?—It is.

3428. Have you paid great attention to the subject of juvenile delinquency?—I have, for several years.

3429. Do you conceive that the past system of prison treatment has been calculated to repress juvenile delinquency?—By no means.

3430. You think it faulty in that respect?—Exceedingly.

3431. Have you formed an opinion as to the effect of the separate system, with regard to children?—I do not consider it at all suitable. In the recommendation to the county of Surrey to erect a large new prison on the separate system for its prisoners, doing away with three other prisons, it was strongly recommended that no provision whatever for juveniles should be made in that prison, trusting that the Government would make some much more suitable arrangement for their treatment elsewhere.

3432. In your judgment an institution for juvenile offenders should be distinct from an institution for the adult?—Yes.

3433. Sir *W. Jolliffe.*] In the formation of the large new prison to which you have referred, has that suggestion been acted on?—Yes, but juvenile offenders are necessarily committed there, no other provision having yet been made for them.

3434. *Chairman.*] Have you paid a good deal of attention to the causes of juvenile delinquency?—Yes.

3435. Will you state shortly what are those causes for which you think some kind of remedy might be found?—The principal causes are, defect of education, want of proper care at home, permission to run in the streets, resulting frequently from either having no friends, or from having friends who are so employed that they cannot look after them, or from having friends who are unwilling to look after them, and rather impel them into crime than protect them.

3436. Are the reports of Bridewell Hospital drawn by you?—To a large extent.

3437. In those reports, have you expressed opinions as to the utility of prison confinement as to juvenile offenders?—Frequently we have expressed opinions against ordinary imprisonment as not being reformatory for juveniles.

3438. Have you, in connexion with Bridewell Hospital, any institution which you think furnishes a valuable resource for juvenile delinquents?—I feel that the school connected with the House of Occupations are favourable examples of that kind.

3439. The House of Occupations is in connexion with Bridewell Hospital?—It is.

3440. Have the magistrates any power to compel juvenile offenders to go there?—None whatever.

3441. Have the governors any power to compel those who come, to remain there?—None whatever.

3442. In your judgment are a considerable number of young offenders sent regularly to prison, on whom the discipline of the House of Occupations would be likely to have a very good effect?—A very great number indeed; especially

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if they were sent to such establishments upon the committal of first offences. I have no great hope of the reformation of old offenders.

3343. What is the suggestion you would make, as to the mode of training in an institution of the kind you propose; would you recommend industrial training?—Certainly.

3344. You would lay great stress upon industrial training?—Yes; children of this class I generally find dislike school; and in the House of Occupations it is a regulation that they shall be obliged to attend school until they have attained a certain amount of proficiency, after which they are at liberty to go into the industrial training department, to learn some business. Their school labour is then limited to one hour a day; and they consider it a great indulgence to be allowed to go into the industrial part.

3345. Would there not be difficulty, in the heart of large cities, in furnishing the kind of industrial labour that you would think is the best?—Certainly. We are confined in the House of Occupations to such industrial labour as can be found in a city. We have there very little gardening and agricultural work, which it is most desirable should be established in industrial schools. First, the boys there begin rope spinning; then they go into the baker's shop; they are detained there only a very short time, just sufficient to see the mode of making bread, and to learn to be able to make it, not in any perfect manner, but to some extent; then they go into the tailor's shop, or shoemaker's shop, and obtain just so so much learning as will render them suitable for anything they may be disposed to take up afterwards as a pursuit for life.

3346. Would there be the same difficulty as regards the industrial occupation of girls?—Certainly not; there is little out-door work required for girls; consequently the duties which it is desirable they should learn can be obtained in cities very easily; for instance, needlework, laundry work, cooking, and all domestic work, they can he taught remarkably well in cities.

3347. Are you acquainted with the parochial schools at Finchley?—I am.

3348. In your judgment, do they present a favourable example of the amount of good that may be done in the way of industrial training at a small expense?—A very favourable example indeed, at a very small expense. They have there a large garden; the master of the school superintends the whole of the working of it; his salary is a liberal salary, but not a large one; I think it is 120*l.* per annum, it is not more than is given at many national schools; he superintends the whole of the industrial training of the boys. There is an additional schoolmistress who teaches the girls laundry work, cooking, and domestic work. The additional expense there, consequent on industrial training, is very small.

3349. What is the number of children in those schools?—Both boys and girls something under 200.

3350. In an equal proportion?—Probably a few more boys than girls; probably 90 and 70, would be the number; I am speaking quite from memory.

3351. Are they pauper schools?—They are National schools. The children of the labourers and mechanics in the neighbourhood go there.

3352. Are they fed in the school?—The girls, who are taught industrial training to some extent, are fed. One class comes to wash, and another class comes to cook; the class which cooks prepares the meals for both classes; they change on the next day, the class which did the cooking will then do the laundry work, and those who were at laundry work will be the cooks.

3353. Are these gratuitous schools?—The payment may be 1*d.* or 2*d.* a week.

3354. There is, some payment?—There is, I believe, some payment of that kind, such as is the practice in ordinary national schools.

3355. The children are not of the class commonly called pauper children?—No.

3356. Have you also had an opportunity of seeing the district schools at Annerley?—Yes; I have watched their establishment, and their working from the first.

3357. Is your opinion favourable to the system carried on in that school?—Exceedingly so; and I find they can obtain situations for every child they are educating, almost before the superintending committee consider them sufficiently old to justify their being placed in situations.

3358. Is that a district school for the pauper children of several unions combined under the 7th & 8th of Vict. c. 101?—It is.

3359. Does

3459. Does any suggestion occur to you by which the advantages of such schools might be more general than they are at present?—By insisting upon their establishment throughout the kingdom in connection with all unions.

3460. Giving a compulsory power?—Yes; and that no children should be educated in any workhouse, in order that they may be removed from the contamination to which they are exposed in such places.

3461. Your objection to workhouse education generally is, that it brings a child into contact with an adult pauper?—That is partly the objection; but I wish to remove from its mind all feeling that it has been an inmate of a workhouse.

3462. Your judgment is, that by some means the advantages of a district school should be extended over the whole of the country?—Quite so.

3463. Would you give a power to magistrates to send to school any class of criminal children, as a kind of sentence?—I would give magistrates the power of sending to such schools all children below a certain age.

3464. What age?—I should say 10 or 12 years. A good deal would depend upon their previous conduct in life. If it was certainly a first offence, and the conduct of the child had not been objectionable up to that period, I would say up to 12 years of age; but a child living in crime up to 12 years of age, I should say would not be a proper object for such a school.

3465. Would you give a magistrate the power of committing to one of these schools, or to some district school to be established for the reception of such children?—I would give him power to commit to both. The rule should be, that he should commit quite young children, and for clearly first offences, to the district industrial school for pauper children; but that a clearly criminal child should go to a penal school established by Government or by unions of counties.

3466. Do you apprehend there would be any considerable objection on the part of the public to having the children of both classes blended in the same institution?—I think there would be no objection, provided the criminal children were clearly sent for first offences, or were very young.

3467. You would not anticipate any serious difficulty on the part of guardians or the public at large?—I think not, in the cases of young children.

3468. All other criminal children you would not send to these schools?—Certainly not.

3469. Would you have distinct institutions for them?—Yes.

3470. What description of institution are you contemplating?—I would take such schools as we have established at Red Hill and the House of Occupations, adding to the House of Occupations training in field work and garden work.

3471. You would supply the defect you have spoken of in the House of Occupations, by giving the magistrates a power to commit in the first instance, and to detain for a certain length of time afterwards?—I would, but giving a power to the conductors to reduce that period on their seeing fair and reasonable grounds for doing so with propriety.

3472. Do you think that short periods would be likely to be productive of any good?—None. The child would be calculating from the first the day and hour on which he would be discharged, as is done now in prisons.

3473. For what period do you think a magistrate should be empowered to commit?—I should say for a period of three years at least.

3474. Determinable at a year, at the discretion of the managers of the institutions?—Yes; or I would give the friends of the child power to remove him on their entering into sureties for his good conduct, and his proper education and maintenance.

3475. You have seen a good deal of taking sureties and recognizances in the course of your experience as a magistrate?—Yes.

3476. In your judgment, would it be practicable to carry out the plan of requiring from the parents of children of that description certain sureties?—I think it should be left to the discretion of the magistrate.

3477. He should not be bound to take any surety that was offered?—It should be a surety to his satisfaction.

3478. Should it be in his discretion whether he would require sureties at all, upon a view of all the circumstances of the case?—Certainly, I would leave that to the discretion of the magistrates to act as they should think fit.

3479. What is the kind of condition you would introduce into the recognizances

nizances?—For the good conduct of the child, for his maintenance, and for his education.

3480. And the recognizance to be enforcible for every one of those purposes?—Yes. If there be neglect in any one of those conditions, the recognizance should be estreated.

3481. Would you give some more simple mode of estreating than exists at present?—I would make it simply a matter of debt, subjecting the party to imprisonment if it were not paid.

3482. Would you give a power to that magistrate, or to another, on proof of a breach of the conditions to declare the recognizances estreated, and to proceed to levy?—I would give the power to any and every magistrate.

3483. Sir *W. Jolliffe.*] Do you think that might be done by complaining at the petty sessions?—Yes, or before any magistrate; in the first place, it should appear that the child was neglected; that should be proved to the magistrate; he would then declare the recognizance estreated, and he would give a certain time for the recovery of the amount; and if it were not paid, he would commit.

3484. *Chairman.*] You would follow it up, as in the ordinary case of a forfeited recognizance against goods, if the man had goods, or if he had not goods, by a process against his person?—Certainly; it should be recoverable as a debt; but if it could not be recovered, the party should then become punishable for having entered into a recognizance which he was not able to carry out; I would not commit to prison as for the debt, but I would commit to the House of Correction as for an offence against the law.

3485. Then you would give a double remedy in the case of a forfeited recognizance; you would allow it to be enforced in the ordinary way, or you would give an action of debt, probably, in the county court?—Yes; I would leave the parties an option of proceeding in that way; but if they felt it could not be recovered, there should be a power to commit for a period.

3486. In order that it might be treated as a debt, and sued for in the county court. It might at first be treated as a debt; but imprisonment should generally, if not always, follow non-payment.

3487. In whose name should it be treated as a debt?—The overseers of the parish.

3488. Would you give an authority to them to sue?—Yes.

3489. How would it be a debt due to them?—I should call upon them, in all instances, to pay the expense of the children in these schools, giving them a power to require from the parents, in all cases where they were able, either the whole expense, or such portion of it as the magistrate, in his discretion, might think they were competent to pay.

3490. Do you mean the overseers of the parish of residence, or the parish where the offence was committed?—That is a matter of detail; I should take the overseers of the parish of residence.

3491. You think there should be a legal obligation upon the overseers to pay, in the first instance, the expense of the detention and education?—Yes, the whole expense.

3492. And those to be recoverable upon that recognizance?—Yes.

3493. The whole or part?—Such part as the magistrate might think fit. In some instances it would be impossible to recover anything; in some instances only a portion could be recoverable; and in some instances the whole might be recovered.

3494. Before the overseers could sue, you would have the magistrate certify how much he thought ought to be recovered, and let that amount be sued for?—On the magistrate sending a child to school, I would suggest that he should give his order to the overseer to recover a certain amount.

3495. You mean, that the magistrate should ascertain the amount, and that from that time it should become a debt?—Yes.

3496. For what kind of districts would you have these penal schools established?—Probably for several counties together. I do not think there is any county sufficiently large to have a school for itself, unless it be the county of York. I do not think the county of Middlesex could provide sufficient criminal children for the economical management of a school of this kind.

3497. One witness suggested a school of this description for each of the circuits of the judges; what do you say to that?—That would be sufficiently large.

3498. Should that be established at the Government expense?—That is a matter of detail. I see no reason why they should not be established at the expense of counties.

3499. So as to make it a local burthen?—Yes.

3500. And subject to inspection?—Certainly. The whole of the details of their arrangements should be approved by the Secretary of State. The plan and design of the building should be submitted to the Secretary of State. The amount of the salaries should be submitted to the approval of the Secretary of State. The rules and regulations should have the approval of the Secretary of State, similar to the rule for the government of prisons at present.

3501. How would you determine the salaries in the first instance; should the justices of the various counties for which they were established come to some kind of vote on that subject?—I should presume so; but they would act no doubt under advice. The selection of masters would at first be a difficulty, and in all probability the assistance of the inspector of schools for the districts would be called in. The council of education, probably, would advise as to the appointtment of proper masters, and as to what would be suitable salaries.

3502. In your opinion, would there be such difficulty in finding well-qualified persons at first to act as masters, as to make it desirable that this plan should be tried on a limited scale in the first instance?—I feel that there would be no difficulty in the management of it after a period. For some time the success of the establishment would not be great, and probably not satisfactory. You would have to deal with a large body of children who have been long versed in crime, and of whose reformation there is no great hope; but after a period these would be, as it were, worn out, and you would then have only to deal with children in the earlier stages of crime, with whom I feel that your success would be very great. With this class of children, masters of good moral character and ordinary powers of instruction, such as are to be found in most of our normal schools, together with suitable industrial trainers, would be amply sufficient.

3503. You think that there might be one school established in the first instance for each of the circuits of the judges, or some such district, and that provision should be made from the first?—Yes.

3504. Do you contemplate that those institutions would become more numeous by and bye?—I think that would not be the case; I feel that in time the number of inmates in them would greatly diminish.

3505. What kind of treatment do you think it would be best to adopt in an institution of this kind?—Great kindness. They should be detained compulsorily, and so far it would be penal; but it should have very little of the penal character about it in any other respect.

3506. Would you send all offenders, under a certain age, whatever was the crime committed by them, to these institutions?—Generally I would.

3507. What age would you select?—Sixteen.

3508. Is it to be inferred, from your last answer, that you would not have it invariable whatever may be the offence; for instance, suppose a murder to be committed by a boy of 15 years of age?—No; that should be left to the discretion of magistrates and judges. Those who committed crimes of great enormity should not be sent there.

3509. Sir *W. Jolliffe.*] Or after frequent committal?—Certainly not.

3510. *Chairman.*] All who committed offences against property you would send there?—Yes; with the exception of offenders who had been there, and had been provided with situations, and had again relapsed into crime. In such cases, except under peculiar circumstances, I would commit to prison.

3511. Would you leave a discretion to the magistrate to decide whether a boy should go to a prison or to one of these reformatory institutions?—The magistrates, to some extent, must have a discretion; but I would make it a general principle, that they should, in all minor offences and all early steps in crime, commit to these institutions. Magistrates should not have the power of altogether refusing to send them to such establishments.

3512. But that where the magistrate found that the case had been proved before him, he should be under a legal obligation to send the offender either to a gaol or to one of these institutions?—Precisely. In grave cases he should commit to gaol; in minor cases he should commit to the institution.

3513. You say the treatment should be substantially kind treatment?—Certainly.

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3514. What kind of training, in your opinion, should there be?—Quite of an industrial character, teaching a boy a little of a number of things; so that he may be able to apply himself to any useful purpose afterwards; for instance, he should know the use of the spade, and the axe, and the saw; he should know a little of ropemaking; he should know sufficient of gardening for the planting and sowing of the ordinary seeds and vegetables; he should know sufficient of agriculture for sowing corn and planting potatoes, and he should know a little of shoemaking and tailoring.

3515. You think a country situation is preferable?—Certainly.

3516. And that all industrial occupations of an agricultural character are very important, and possibly preferable to any other?—They should necessarily form part of the industrial training.

3517. What kind of other education would you give?—Reading, writing, and the four first rules of arithmetic, (I do not know that it would be necessary to go much further,) and a knowledge of his duty to God and man.

3518. Should the period of detention in one of these establishments be terminated by the original sentence of the judge or magistrate, or at the discretion of the conductors of the establishment?—At the discretion of the conductors of the establishment.

3519. Would you have the sentence in this form: "To be detained for such a length of time, unless the conductors of the establishment think fit to discharge the offender previously"?—Yes.

3520. A certain maximum time prescribed by the sentence, subject to be shortened at the discretion of the managers of the school?—Yes.

3521. In your opinion who should be the managers of such an institution?—Probably a committee of magistrates, chosen a few from each county, who are interested in the school.

3522. Each of the combined counties?—Yes, subject to the inspection of prison inspectors or other authorities, which the Government might feel it prudent to appoint to assist and advise.

3523. Would you look to voluntary contribution?—Not at all.

3524. You are recommending the plan of local taxation?—Quite so,

3525. Exclusively?—Yes. I feel that it would be much less likely to become very expensive on that plan than on any other.

3526. And that the magistrates, or a selection from them, should have the charge of the institution?—Yes, subject to supervision.

3527. Sir *W. Jolliffe.*] The local taxation which you propose would be for the district pauper schools, a parochial taxation?—Precisely.

3528. For the district penal and reformatory schools it would be an additional charge on the county rate?—The proportionate amount for each county would be taken at once from the county rate; their accounts would be audited, probably, quarterly; and the total amount would be ascertained and apportioned to each county, proportionate with the number of inmates sent from such county, taking some general proportion for establishment charges also.

3529. You would have the proportion liable to be altered, perhaps, on some average of the number detained for the last four or five years?—Yes.

3530. From your knowledge of the guardians and other persons interested in this question, would you not apprehend very considerable opposition to the establishment of new institutions charged altogether on the county rates?—I am not aware that there would be much opposition; I think the guardians are deeply interested in this question; a large portion of their expenditure is owing to the neglected education of children, and I think they are sensible of that.

3531. You think that public opinion is sufficiently advanced?—I feel that every one who is at all conversant with the state of our gaols will admit that the time has arrived when something of this kind must be done, without which the evil falls back again on the parish shortly afterwards in increased pauperism.

3532. *Chairman.*] Whether they are sensible of it or not, you are of opinion that such institutions ought to be formed compulsory?—Certainly.

3533. In your opinion should there be a power for the friends of any child detained in one of these institutions to remove the child, and upon what conditions?—I would give to the friends of all children sent by the magistrate to the union schools a power of removal at any time, upon recognizances to a small amount being entered into for their good conduct, maintenance, and proper treatment; I would give, also, a similar power to remove from a penal school; but it should

should not be until the child had been there some fixed period, say four or five months, and the amount of the recognizances in such cases should be larger.

3534. In the case of an ordinary pauper child there is an absolute power in the parent to take him out; you are speaking of that class of criminals who are to go to the pauper schools, that is, in the first stage of criminality?—I am speaking of a child who has been committed there by the magistrate in consequence of having been neglected; with regard to all other children, the power of parents should remain precisely as it is; they should not have power to remove a child committed for neglect, except upon entering into recognizances that he should be taken care of.

3535. What kind of recognizances would you have?—£. 5 and 10*l.*

3536. Conditioned for what?—For his future good conduct, and that he should be properly taken care of and provided with a home, and not allowed to get into the streets, or into mischief.

3537. Would you give a power to the conductors of these establishments to place children in situations?—It should be a chief part of their duty to do so.

3538. Will you explain a little your views on that subject?—I would enable them to place out every child from a penal school who had no friends in this country, wherever they might be able to find a situation for him. With regard to the children of persons who had neglected them, and whose character was such as might lead to their corruption if they were again placed with them, I would suggest that they should be required to emigrate or enter the service of the navy. I suggest the navy, principally because boys can be admitted there so much earlier than into the army, but to the army there would be no objection. The navy is also preferable, inasmuch as it is not only accessible at an early age; but frequently in it a boy goes to some foreign station, where he remains several years, and where his habits become confirmed in the line of life which he has adopted, rendering him less likely afterwards to relapse.

3539. Lord *Lovaine.*] That would appear simply as a recommendation from the managers of the schools?—Certainly; it would be their duty to provide situations for them, as far as they possibly could.

3540. And the additional instruction would be, that children who have been guilty of crime, whose parents were incapable of taking charge of them, should emigrate or go into the army or navy?—Yes; so that they should not return to their homes until they had ceased to be children.

3541. *Chairman.*] It is to be inferred from your evidence, that you are of opinion that if institutions of this kind were established and properly conducted, by and bye committals to gaol would be very rare?—The committals of juvenile offenders to prison would be very rare indeed. The number of inmates in our gaols, I believe, would be greatly reduced. In too many instances the adult in our prisons is only the grown-up juvenile offender.

3542. Lord *Lovaine.*] Do you anticipate any practical difficulty in obtaining from the Legislature a power to commit for lengthened periods to these schools?—I see no reason why any objection should be made, seeing that it is not for punishment, but for instruction and reformation.

3543. Does your plan include any order to be made on the parents for maintenance?—Certainly. The committing magistrate should give to the guardians, or the overseers in case there are no guardians, an order to recover from the parents either the whole amount of the expenditure or such portion of it as he himself may think they are capable of paying. It should not rest with the magistrate to recover it, but it should rest with the overseer to recover it, the union being bound to pay the total cost.

3544. From your experience, do you think that the teaching of these criminal children trades, to a certain extent, is likely to raise any jealousy in the minds of the parents whose children are well conducted, and have not the same advantages of instruction?—I think not at all. The extent of their education would not be such as to bring them forward in this country as formidable opponents to tradesmen here. They would be taught only in a very elementary manner, in order to fit themselves to learn any business, to perfect themselves in which they would have to go to some other master, who, indeed, generally find them preferable to children that had not had such preparatory training.

3545. Have you ever tried to send them into the army?—We have some few in the army from the House of Occupations, but they are not taken into the army until they are men. We get rid of them much earlier than the period for

going into the army; several have gone into the army after they have left us; we do not get many directly into the army.

3546. Mr. *T. Egerton.*] In the plan which you suggest of the magistrate committing boys to these schools, do you contemplate that the magistrate should be the sole judge whether the crime has been committed or not, and that his verdict should be final without an appeal?—I should not limit the committal entirely to individual magistrates; I should leave it to all courts of session and assize; I see no objection to an appeal, if it be thought desirable.

3547. In case of appeal, or of a boy being sent to trial, what is to become of him in the service?—In case of appeal, I feel that it would be better that he should go to the school until the appeal was heard, the decision upon the appeal settling the question whether he should remain or not. In case of a boy being sent for trial, I fear he must go to prison.

3548. Then the general impression in your mind is, that a boy should not enter the walls of a prison?—As much as possible he should be kept out of prison.

3549. You stated, in the early part of your examination, that you did not consider the separate system advisable for children?—Yes.

3550. Would that answer apply to boys of confirmed bad habits, who had been sent to these district schools without effect?—Boys of confirmed bad habits, of whose reformation there was no hope, I should not hesitate to send to prison and separate confinement.

3551. Have you ever turned your attention particularly to the point of short confinement with severe punishment?—I have no faith in short imprisonment for juveniles; I feel that they are, from the first hour of their imprisonment, calculating the days and hours they have to stay, and are only thinking of the arrival of the hour at which they shall be liberated.

3552. Lord *Lovaine.*] Would you subject a boy to any punishment before he came into a reformatory school?—None whatever.

3553. Mr. *T. Egerton.*] You stated that you contemplated that children should be removed from all the workhouses to the district pauper schools; in what way would you provide for children who were sent in for a short period?—I see no reason why they should not be sent to the industrial school at once.

3554. Would not great expense and inconvenience take place, in consequence of their being sent from any distance to these pauper schools?—A child who was not intended to be retained longer than for a period of a few days, might be retained in the workhouse; but that would be the exception, and not the rule. A child whom an union intends permanently to keep, should not be kept in the workhouse.

3555. If it were ascertained that in workhouses like that of Manchester, from 90 to 100 children were kept two or three months, instead of being sent to Swinton pauper school, should you say that was too long?—Two or three months is too long.

3556. In what way can the guardians judge whether the children are likely to remain in the house?—That is a difficulty; it would be impossible for them to determine at once whether they would have to maintain a child permanently or not.

3557. Mr. *J. Ball.*] Are there any children committed to the House of Occupations upon the application of stepfathers and stepmothers?—Frequently.

3558. Do you apprehend that institutions of that kind have a tendency to cause persons who are the legal guardians, but have not parental affection, to discharge themselves in that way?—I think not; the applicant for admission into the House of Occupations must have some other qualification than merely the application of a stepfather; the child must either have been in prison, or done something which would justify imprisonment, provided the parties had prosecuted, or have become the associate of vicious companions.

3559. Do not you apprehend that the existence of such institutions is accompanied with this drawback, that either unnatural parents who are wanting in affection, or stepfathers or stepmothers attempt to look to them as a mode of escaping from their legal obligation?—Frequently children are ill used by stepfathers and stepmothers. Under the regulation that I have suggested, every person who is legally bound to maintain, would, if able, be compelled to maintain, which is not now done, the child being left to provide for himself by stealing. In cases where the parent cannot maintain, the maintenance of the child at the cost of the public is an obvious duty.

3560. And therefore, admitting the existence of such an objection at present, you think it would be obviated by the provisions of the law you recommend?—To some extent it would. In a choice of evils we must take the least.

3561. Mr. *Miles.*] Do you think that a lenient mode of treatment of a child who is brought before a magistrate has been adopted since the Juvenile Offenders Act came into operation?—I think there is very little difference. I do not know that there is any difference.

3562. What would you do with children below 12 years of age, who have been convicted of a second offence, or above that age, and up to 16 years of age, during the period that intervenes between their committal and their trial?—Children below 12, for a first offence, should be sent to the union industrial school; children below 12, for a second offence, and children above 12 for a first offence, should be sent to a penal school. Children who are committed for trial at assizes, or at the quarter sessions, must necessarily be in those prisons where prisoners before trial are detained. It is desirable, however, to avoid that as much as possible, by committing them at once summarily to these establishments, in preference to committing them for trial. The court, also, by whom they are tried, will not be precluded from sending them to an industrial or penal school, in cases where reformation may be not quite hopeless.

3563. Those who would be inmates under your system of penal schools must necessarily be convicted on trial?—Not necessarily; most of the inmates in the penal school would be committed summarily.

3564. You are understood to advocate two descriptions of school?—Yes.

3565. To one of which you would send offenders for first offences, and mix them with destitute children, and the second would be a penal school?—Yes.

3566. Would you allow the magistrate to send children to a penal school?—Certainly.

3567. And at the same time increase the power he now has, of committing to that penal school for three years?—Certainly.

3568. Your plan is, that committals of children to prison, after the establishment of these schools, should cease altogether?—Not altogether; but as a general rule.

3569. You would leave that optional to the magistrates?—Yes.

3570. *Chairman.*] Would there not be a class of children whom you would commit to prison?—A small class.

3571. You say that in most cases you give the magistrate the power of summarily dealing with offences of children, but there are classes of offences of a more serious description; for instance, a boy engaged in a burglary, in which the offender should be brought before the magistrate; you would not give the magistrate the power of dealing summarily with him?—No; the offender in such a case must go for trial.

3572. Where is he to go in the meantime?—To the ordinary prison.

3573. Then some provision must be made for that?—Certainly.

3574. Mr. *Adderley.*] Do you leave it to the discretion of the magistrate to draw the line as to the amount of criminality?—I feel that must be so.

3575. With regard to more criminal cases, would you suggest any special mode of dealing with the children as distinguished from the mode of treating adults?—I am not prepared to suggest anything with regard to the more serious offences. I feel that if we can introduce some system of this kind, the amount of juvenile delinquency will diminish so much, that we shall not have any number of serious offences by children.

3576. Sir *W. Jolliffe.*] What number of children are in the House of Occupations?—The number is limited to 230; 120 boys and 110 girls. That is about the number; it is sometimes less, as vacancies occur, until others come in.

3577. That number has generally been kept up?—During the last two years it has been kept up steadily at a general average number of nearly 230 inmates.

3578. Have you found it possible to provide for a great number of male children in the navy?—A great many.

3579. In the Royal Navy?—In the Royal Navy. Of 73 boys who were discharged last year, 38 went into navy, two into the merchant service, 19 to situations in trades, seven at the request of friends, six through ill health, and only one was dismissed. Of 49 girls who left the institution, 32 went to situations, nine left at the request of friends, two at their own request, three through

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ill health, two were dismissed, and one died. The total number was 74 boys, and 49 girls.

3580. Mr. *Miles.*] Then the disposition of the boys was not so satisfactory as that of the girls?—We consider the disposition of the boys as having been exceedingly satisfactory.

3581. Sir *W. Jolliffe.*] What is the average length of stay in the House of Occupations?—We contemplate two years; we limit admission to 13 years, and they generally leave at about 15 years of age.

3582. Mr. *T. Egerton.*] Have you instituted any inquiry as to the after-life of boys or girls who have left?—Yes. We have a system of rewards established. Every person leaving us, who appears with a certificate of good conduct after being absent 12 months in one situation, receives a reward of a sovereign, a second reward of a sovereign for the second year, and a third reward of a sovereign for the third year. There are many who do not come up for these rewards; they feel it is desirable that their connexion with the establishment should be forgotten; but they come probably after some few years, and show the state of life in which they are, and how the institution has operated in their favour. We publish every year about ten or a dozen such cases; and it is on that account I have taken the liberty to bring the reports of the House of Occupations for the last four years. They contain a little of the early history of numerous children, and the result: of many of them we had lost sight for several years. The cases stated in each report came under our observation during the preceding year. This is one of them:—"A. B. led a wandering life, either "begging or sweeping crossings in the City; was brought to the house from "Bridewell; conducted herself well, as a hard working girl, but apparently "deficient in intellect; has had several situations, but always left them with a "good character; is now a cook in a respectable family." With the girls we are particularly careful. When they are out of situations they are at liberty to come to the House of Occupations; and if they bring a satisfactory character with them, they can have a home until they get another situation. We have established a savings bank, where they may place any earnings they make in their situations, which we take care of and allow them some little interest. Many young women now in service are accumulating savings, which they will probably augment until they get married. By these means we have an opportunity of watching their after-life, to a considerable extent.

3583. *Chairman.*] As the character of the institution for turning out steady people continues to improve, you find it more and more easy to get situations for the inmates?—We have no difficulty in getting situations for our girls, and very little in getting situations for our boys.

Martis, 19° *die Aprilis*, 1853.

MEMBERS PRESENT.

Mr. Baines.	Mr. John Ball.
Lord Lovaine.	Mr. Tufnell.
Mr. Tatton Egerton.	Mr. Robert Palmer.
Mr. Adderley.	Mr. Fitzroy.
Viscount Barrington.	Lord Drumlanrig.
Mr. Monckton Milnes.	

THE RIGHT HON. MATTHEW TALBOT BAINES, IN THE CHAIR.

Captain *William Hay*, C. B., called in; and Examined.

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3584. *Chairman.*] YOU are one of the Commissioners of Metropolitan Police?—Yes.

3585. Has it been your special duty to exercise authority over the common lodging houses of the metropolis?—Yes.

3586. Under the Act 14 & 15 Vict. c. 28, intituled "An Act for the Well-ordering of Common Lodging Houses"?—Yes.

3587. Is

3587. Is the power of executing that Act, within the Metropolitan district, entrusted to the Commissioners of Police?—Yes.

3588. By certain provisions of that Act, is notice of the Act to be given to the occupiers of common lodging-houses?—Yes; to the keepers.

3589. A notice of three months?—Yes; after the Act came into operation.

3590. Registers of common lodging-houses are to be kept?—Yes.

3591. Lodgers are not received in common lodging-houses until they are registered under the Act?—Yes; by the 8th section of the Act.

3592. And a power is given to the local authorities to make regulations respecting common lodging-houses?—Yes; with the approval of the Secretary of State.

3593. Within the Metropolitan district, you are that local authority, and have the power to make these regulations?—Yes.

3594. Is there a further provision empowering the local authority to impose penalties for offences committed against the regulations which are laid down?—Yes; but in the Metropolitan Police district, the complaints are heard by the magistrates at the police courts.

3595. Are there within your district many common lodging-houses established for children, girls or boys, exclusively?—Not one, that I have been able to ascertain. I have called the particular attention of the inspecting serjeants to that subject, since I read Captain Williams's evidence given before this Committee; and, according to the very recent reports that I have received, there is not one to be found.

3596. Has your attention been directed particularly to the evidence given before this Committee by Captain Williams?—By having read his statement that there were such places.

3597. Can you form any judgment of the number of children living in common lodging-houses within your district?—According to the last return I received, there were 1782 actually living in the common lodging-houses.

3598. When did you receive that return?—Last Saturday. (*The Witness delivered in the same*). *Vide* Appendi

3599. By what class of people are these common lodging-houses kept?—English and Irish. The Irish are a very low set, and sublet their rooms; the very poorest description of people keep them. The English are more respectable, and keep houses to let off for travellers or labourers.

3600. Do you find English, Irish, and Scotch engaged in keeping these houses?—I think that in our district we have only found one Scotchman keeping a house.

3601. Are the majority Irish or English?—Irish.

3602. How long has the Act been in operation?—The Act has been about 16 months in actual operation, since the first notice expired.

3603. In your judgment, what has been the operation of the Act with regard to any improvement in the state of these lodging-houses?—Very considerable. The registered houses have given very much more comfort to the lower orders who go there; and, indeed, I may say the morals of the people have been improved, from the separation of the sexes, and putting on the water, and making water-closets and other things, and drainage, which did not exist before.

3604. In your opinion it has produced a good effect on the habits of the persons using them?—A wonderful effect. About two months ago I went round them, and I was perfectly astonished at the difference that had taken place in many of them; some of the very worst had greatly improved.

3605. You have, yourself, exercised a personal superintendence from time to time?—By visiting occasionally.

3606. Have you had able and intelligent inspectors under you for this particular duty?—Yes. I am very much satisfied with their conduct altogether; the men are very well able to perform the duties.

3607. Do you allude to the inspectors now attending in this room?—Yes.

3608. Besides having reports from them, you have exercised a personal superintendence from time to time over the lodging-houses?—Yes; I make it my duty to do so.

3609. What is your opinion of keeping a register of the occupants?—I think it would be impossible; the fact is, it never could be done correctly; and I think that unless the thing could be done correctly, the police ought not to be made answerable for it. A great number of the Irish, who sublet rooms, cannot

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even speak English; we are obliged, on summoning them before the magistrates, to have an interpreter to speak Irish to them. They do, I believe, in many instances keep a sort of register, which they understand themselves; but, at the same time, it would be of no use, and could not be a perfect thing; and in fact, it would come too near the French system of police to be a popular measure in England.

3610. You do not advise it?—No; quite the contrary; I think it never could be done with any accuracy.

3611. Are you aware of any common lodging-houses established for the reception of children, for the purpose of being sent out by the occupiers to thieve?—No; we know there are a great many young thieves in the lodging-houses, but there are no lodging-houses kept for the purpose; some marine storekeepers are occupiers of those sort of houses, and I have no doubt that young thieves take the produce of their thieving to those places, and perhaps dispose of it. But these are known to the police; they are under the surveillance of the police, and are treated the same as any other thief, if detected.

3612. You state that you do know instances where people combine the two occupations of marine store dealer and occupier of a lodging-house?—I will not say lodging-house keeper, but proprietor of a lodging-house.

3613. An occupier either by himself or his tenants?—Yes; they sublet them to other tenants.

3614. Do you know that any of these lodging-houses are kept by convicted or known thieves?—No; I am not aware of any. There are 58 houses altogether, where thieves resort for the purpose of living in them.

3615. You are speaking of the Metropolitan district?—Yes.

3616. That is exclusive of the City of London?—Yes.

3617. The City of London is excluded from the Act?—Yes.

3618. Does it comprehend the Surrey side of the water?—Yes; we take the Metropolitan police district, within 15 miles round Charing-cross.

3619. Has the number of common lodging houses for the reception of boys only, increased since the Act was put into operation?—No.

3620. Is there any common lodging-house for the reception of boys only?—None.

3621. How often are reports made to you by the inspectors?—Every day.

3622. Lord *Lovaine*.] Do you find that there is much attempted evasion of the inspection of police?—They cannot very well evade it. A great number of houses, as the return I have handed in will show, we cannot register; the people are so poor that they cannot put them in order, according to the regulations; therefore we are obliged to keep an eye over them to prevent their taking lodgers. If they do take lodgers before they are put into a proper state they are summoned before a magistrate, according to the Act of Parliament.

3623. Are you of opinion that a distinction between the proprietorship and the letting of these houses which belong to marine-store dealers is a collusion to avoid inspection?—No, I cannot say that.

3624. *Chairman*.] Have you formed any opinion as to its being desirable to restrict the class of persons who keep lodging-houses?—I think it would be very desirable.

3625. What do you suggest?—I should suggest that, before a man was allowed to register, he should produce testimonials of character from some respectable person.

3626. Testimonials satisfactory to you?—Yes.

3627. Is anything of that kind now required?—No.

3628. Lord *Lovaine*.] Has the rate of lodgings risen much?—No; some of them may be a little raised. I called for a report on that subject some weeks ago; and the answer I got was, that a few of them may have been raised.

3629. *Chairman*.] Is there any power now possessed by the magistrates to close these lodging-houses after a conviction for an offence?—No.

3630. Do you suggest that there should be some such power under certain limitations?—Yes; I think it would be a very desirable thing to take the license from them, and to prevent them opening another lodging-house after two or three convictions. It would be a very good way indeed of stopping that class from continuing to keep lodgings.

3631. Do you think the existence of such a power would be a very valuable check?—A very valuable check.

3632. How should the license be granted?—I am not exactly prepared to answer that question; but I think that they should, before registering, present satisfactory testimonials to the authority.

3633. How is it now done?—The police report that such a man has a lodging-house in such a district; that house is surveyed and found to be so, and then the man gets a notice sent to him that he must attend and register. He attends and registers; and until the house has been again reported as fit, and inspected by the surveyor, and reported that it is according to the rules and regulations given out, the keeper can receive no lodgers.

3634. What suggestion do you make with regard to licenses hereafter?—That those lodging-house keepers, before they actually register, should produce testimonials as to good character and fitness for the purpose.

3635. If you are satisfied you grant the license?—Yes; we give them certificates that we are satisfied.

3636. Is the register granted to the man or to the house?—The ticket of register is granted to the man.

3637. That is, for the use of a particular house in a particular way?—Yes; it is granted to the man.

3638. To exercise the vocation of a lodging-house keeper anywhere in the district?—No; only for the house registered.

3639. Do you find it necessary to employ a special force to superintend the execution of this Act?—Yes.

3640. What is the extent of the force you now employ on that duty?—An inspecting surveyor of houses, superintending inspector, a registering inspector, and eight inspecting serjeants, each of them having a district, and one to assist the register keeper.

3641. Looking at the additional measures which you have suggested, and also at the existing state of things, do you consider that any additional force is desirable?—It is quite necessary. I am sorry to say that latterly the duty has extended so much more than I believe it was ever anticipated, that our registered houses have not had paid to them the attention that they otherwise would have had; from the time of the men being taken up in finding out new houses, and having to appear before magistrates to give evidence. The adjourned cases also take up a great deal of their time.

3642. What extent of additional force do you think would be necessary?—That would require a little further consideration.

3643. A considerable force?—Yes; each of those serjeants has to go over, perhaps, more than 100 miles of ground in a week, besides examining houses.

3644. If such measures as you have now suggested were adopted, do you conceive that a material influence would be exerted on the amount of juvenile delinquency in the district?—Yes; I think the first thing that will, in all probability, stop juvenile delinquency, is making the houses for the parents of the children so comfortable, that it will be desirable for them to go home and live with their families. At present a man, coming from his daily labour, goes to so horrid a den to lie down in, that he hates going home. I am quite satisfied that, if they had comfortable homes to go to, there would not be half the crime, and that children would be kept by their parents; but now there is no inducement for them to do so.

3645. Would not the operation of such measures as you have now recommended, in your judgment, eventually relieve the police from demands for service?—Perhaps not, for some years to come; but in the course of some years it would be a very great relief to the police.

3646. Do you think you may look to that as a natural consequence?—Yes; because it would take those young fellows off the streets.

3647. Mr. *T. Egerton.*] What do you consider a common lodging-house?—That has puzzled even the law officers of the Crown. The orders I received on that head were, that all lodgings which were let at a very low rate, either by the week or by the night, to the poorer classes, were to be construed as common lodging-houses. The opinion of the law officers of the Crown was obtained upon it before I could act.

3648. That was the definition given to you by the law officers of the Crown?—Yes.

3649. And upon that opinion the police have acted?—Yes.

3650. Do you find the effect of the law in that respect, causing houses of that description

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description to be registered, is, that it drives persons, tramps and others, to houses of a higher description, and let for a longer term?—I do not know that I can say that; I think there are a great many more houses, because in those sublet rooms, perhaps, there might have been a hundred living where, by our regulations, 20 ought not to live; therefore they are spreading over a greater surface.

3651. What is the general payment, either per night or per week, for one room?—It varies very much according to circumstances.

3652. For one couple?—I should say, perhaps, about 1 *s.*, or from 1 *s.* to 1 *s.* 2 *d.* per week.

3653. Lord *Lovaine.*] Twopence per night for the bed?—Yes; some of them, I believe, are lower than that.

3654. Mr. *T. Egerton.*] What steps do you take, after a second or third conviction before a magistrate?—Generally, the magistrates, in the first place, caution them, and adjourn the case to wait until the police report again; then we report again, and if the case comes before them, they impose a small fine; latterly they have fined pretty sharply, or imprisoned.

3655. In case of the non-payment of the fine, what happens?—They go to prison; it is extraordinary to observe, that most of the Irish poor have money.

3656. Lord *Lovaine.*] The number of 1,782, which you have stated, does not represent the entire number of lodgers?—No; there are 70,000 on our list.

3657. Do they change much?—Yes; but still the same houses are kept up.

3658. The question was directed to the point, whether they may not be registered over and over again several times?—That is very improbable.

3659. Mr. *T. Egerton.*] From the paper you have put in, it appears that 4,340 houses have been reported, and the occupiers of them served with notice?—Yes; they are actually occupiers of houses or rooms, who have been served with notice.

3660. And that 777 are considered as not coming within the Act?—Just so; having been examined by the surveyor, he has reported them as not coming within the Act; either as generally unfit, or for some particular reason.

3661. Do you find that beer-houses are much used as lodging houses?—Yes.

3662. From your experience, what is your opinion as to giving the police a power of apprehending vagrant children in the streets and sending them to school?—I think it would be a most excellent thing to take them up, and insist upon the parents who were able to maintain them and educate them doing so; and those whose parents were clearly not able to maintain them, I think should be sent to the parishes, and they should be forced to do it.

3663. Are you aware of the system which has been adopted by the magistrates of Aberdeen?—Yes; I think it is a very good one.

3664. Do you see any difficulty in carrying that system into operation within the metropolitan district?—It would give us a great deal to do; but I think we can always overcome those things.

3665. You think it would be a valuable thing?—Yes; I think it would sweep the streets, in a short time, of all these children.

3666. *Chairman.*] It would require fresh legislation?—Yes; it would require an Act for the purpose.

3667. Mr. *Tatton Egerton.*] With respect to the schools which have been mentioned, would you recommend, in the case of the very poorest children, that food should be given them, as well as education?—Certainly; without food, not being able to maintain themselves, and their parents not having the means of doing so, you cannot teach them.

3668. Do you think that it would be an inducement likewise to the children to remain in these schools?—Yes.

3669. Up to what age would you give the police the power you have mentioned?—I think I should be inclined to give the police a power until fourteen years of age.

3670. Is there a very large number of children now, who are vagrants and of bad habits, known to the police?—Yes; I think that our last criminal return showed between 4,000 and 5,000 children taken into custody.

3671. Lord *Lovaine.*] Ascertained criminals?—Yes, apprehended as such.

3672. Mr. *Tatton Egerton.*] Do you think that those persons, if they were sent to schools of this description, could be kept there?—I would enforce their being kept there; the parishes must be responsible for them.

3673. *Chairman.*]

3673. *Chairman.*] How do you mean that the parishes should be responsible for them?—Responsible that they are kept at school.

3674. To pay the expense of them?—Yes.

3675. Mr. *Tufnell.*] Supposing that children who were known to be vagrants were caught in a distant part, where would you send them?—Pass them through the place to the parish to which they actually belonged.

3676. You could only keep them there for that day?—I think we must trace out where their parents lived; or, if they had no parents, where they had been born, and send them to that parish. The great difficulty, I must state, that I see, is in the case of Irish children.

3677. From their not being settled here?—They have no settlement in England; but perhaps it would be fair to send them back to Ireland, for there are very good schools there; the same law might apply to Ireland as to England, under those circumstances, and the schools extended to that class of children.

3678. What proportion of the 4,000 that you have mentioned do you consider to be Irish children?—Unless I called for a more scrutinising inquiry into the returns, it would be difficult to state.

3679. *Chairman.*] A large proportion?—I should say fully one-half of the children.

3680. Mr. *John Ball.*] Your recommendation is, that where the parents can support the children, they should be made to do so, and that where they cannot support them, the parish should be compelled to maintain them?—Yes.

3681. How would you enforce the liability of parents who have no property beyond that which they can earn from day to day?—Every parent is bound to maintain his child; and it would be for the parish to ascertain afterwards what actual earnings they had.

3682. Could you, practically, in a place like London, ascertain the earnings of the poorest class; for instance, take the case of the Irish poor in London?—I do not think we could.

3683. Then would not such a provision of the law as you recommend have this effect: that persons who do now more or less maintain their children, and provide for them, would be tempted to extravagance, from the certainty that the parish would undertake the support of their children?—No; I do not think they would.

3684. Do you not think that the certainty of having the children adequately provided for in schools would be a temptation to parents to neglect their duty?—No; because the parishes would be able to ascertain whether the parents were actually earning so much each week.

3685. Are not a large number of the parents of the class of children you have spoken of persons supporting themselves by actual earnings as street-sweepers, and the very lowest portion of the labouring classes?—I dare say there are a great many of that class.

3686. Can you suggest any mode of enforcing liability on persons of that kind?—No; it would require consideration how it should be done; I cannot at this moment answer the question.

3687. With reference to your suggestion of sending children to Ireland, are you aware that there is no law of settlement in Ireland?—No; I thought they were particularly well off in Ireland for schools for children.

3688. Before you give your suggestion as a deliberate one, you would like to consider what you would do with the children when they get to Ireland?—Yes; if there is no law of settlement.

3689. Viscount *Barrington.*] You have been asked about the sweepers of crossings; have they not increased in number very much of late years?—Very much, indeed.

3690. To what do you attribute it?—To the mistaken charity of people paying them; I have seen extraordinary instances of that myself; I have watched the progress of it; I have seen an old gentleman coming home from, perhaps, his business in the city, walking along Holborn on a wet winter afternoon, and I have followed him; he had been in the habit of paying a sweeper at every place he crossed; and when he came to the first party of them there were two, who were evidently connected; he gave them something, and one of them started off as hard as he could run, and took his post at the next crossing; he paid him also; and then the first man was at the next crossing; and he actually paid them at every crossing in Holborn.

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3691. Have the police any general idea of the weekly earnings of those people?—I have not; I dare say some of the serjeants can speak to that.

3692. Mr. *Monckton Milnes.*] Have you found much unwillingness in the poor to the administration of this law?—No; on the contrary, none whatever; they seem to think it rather friendly towards them.

3693. Has the opposition you have met with been almost entirely confined to the occupiers of the lodging-houses themselves?—Yes; and I am happy to say that there has not been a great deal of opposition even with the occupiers. Those who were able to put their houses in order did so; but a number of them are so poor that they cannot do it, and they of course oppose the measure.

3694. Do you think that any good would result from an attempt to take one of these common lodging-houses, and put it into as efficient order as it could be put without very expensive alterations, as a sort of model of what could be made out of a common lodging-house for the use of the poor?—Yes, I think it would be an excellent thing; and it would show what could be done.

3695. Have you heard of such a proposal?—No; I do not think I have.

3696. Mr. *J. Ball.*] In what way do you form your estimate that nearly 70,000 people habitually lodge in these houses?—We were obliged to take an average of the number who were actually sleeping in the houses when they were surveyed.

3697. Have you any substantial ground for the estimate, or is it a loose one?—It is not loose; it is as near as we can arrive at it. In the first place, we called upon all the people who had lodging-houses to state how many lodgers they had; then we took our own estimate on finding that they very much understated the number of lodgers they had.

3698. Are your inspections ever made at night?—Constantly; they are made at night and in the day.

3699. Then you correct the statements of the lodging house keepers?—Yes; from the ocular demonstrations of the inspecting serjeants.

3700. Does the inspecting serjeant count the number of inmates when he visits the houses?—Sometimes.

3701. Is he instructed to do so?—I do not give him any orders to do so; he uses his own discretion.

3702. From all the information you have received, do you consider there are nearly 70,000?—I should think between 60,000 and 70,000, and perhaps more.

3703. Have you been able to form any description of estimate of the number who may be living in other houses which are not within your knowledge?—No.

3704. Do you believe that there are a large number living in houses which are not inspected by the police?—I cannot answer that question. Certainly not as lodging-houses let to travellers; if they were, the general police of the district would report them to me, and I should order an inspection of the houses.

3705. Have you reason to believe that the great majority of lodging-houses, or houses that are used for that purpose, are known to the police?—Certainly; the whole of them, I should say, but the sub-let rooms are not yet all known.

3706. Mr. *Tufnell.*] Is it within your knowledge that the opening of the streets, and the destruction of the poorer class of houses in St. Giles's, and elsewhere, has increased the number of people who reside in these lodging-houses?—Certainly it did at one time; it crowded the other lodging-houses.

3707. Can you state to what extent it increased them?—I cannot.

3708. Have the greater part of those who were driven out of their own houses into lodging-houses obtained houses again?—They have been spreading since this Act came into operation, very much. We obliged them to spread, because they would be summoned before a magistrate if they were found over-crowded.

3709. The Act only passed in 1851?—Yes.

3710. Had you any knowledge of the lodging-houses before the passing of that Act?—Yes; from having been so long in the Metropolitan Police, and having visited those districts, I knew them all intimately.

3711. *Chairman.*] Do you see any reason why the City of London should not be included in the Act?—No; I think it ought; I think it requires it, because at one time it had a very bad effect. Instead of putting their lodging-houses in order, the lodgers in the Metropolitan district went into the city, and overcrowded their common lodging-houses.

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3712. It is a district in the very heart of the district over which you have jurisdiction?—Yes.

3713. You cannot go into it, nor is there any power of applying this Act in it, as the law now stands?—No.

3714. Mr. *Tufnell.*] There is no Act specifically confined to the City of London?—No; it is left under the jurisdiction of the corporation.

3715. Mr. *T. Egerton.*] Are the Committee to understand, that the 1,782 children, whom you mentioned in a former part of your evidence, are children of both sexes?—Yes; living on their own account, in many cases without their parents, in lodging-houses.

3716. Mr. *J. Ball.*] The statement in the return you have handed in has reference only to those children at large as mendicants or thieves?—Yes; living with and without their parents in lodging-houses.

3717. It does not include the whole number of children?—Not at all.

3718. Mr. *Monckton Milnes.*] Are you cognisant of a lodging-house something on the principle that I have described in Great Peter-street, Westminster?—Yes.

3719. Are you aware that use has been made of most of the model lodging-houses that have been erected, by a superior class to that which was sought to be reached, and that very little impression has been made on that class itself?—Yes; I should think that was the case; I should think they were used by a superior class than they were intended for.

3720. Have you thought of any means by which that difficulty may be met?—No; I cannot devise any means to prevent it.

3721. You therefore think, that if you, by any means, supply superior comforts, you will necessarily get a superior set of lodgers, and leave the inferior to find lodgings where they may?—The only remedy we could find for that is, to make the lodging-houses for the better class numerous.

Mr. *Richard Reason*, called in; and Examined.

Mr. *R. Reason*

3722. *Chairman.*] WHAT is your office?—Inspector of the Metropolitan Police Force.

3723. Have you had particularly under your charge common lodging-houses since the Act has been in operation?—I have.

3724. You have heard the evidence which has been given by Captain Hay?—I have.

3725. Are you able to confirm that evidence in all the points on which Captain Hay has spoken?—Quite so.

3726. Viscount *Barrington.*] Have the police any information upon the amount of the earnings per week of crossing-sweepers?—I believe that many of the men and women earn as much as 5*s.* per day; indeed, I know, from my own experience, that they are in the habit of getting a great deal of money. I had occasion to prosecute several persons at Bow-street police-court about ten days ago, and among them was an Irishman who gets his living by sweeping a crossing and subletting a room; he was committed to prison, in default of paying a penalty, by Mr. Jardine the magistrate; after he had been locked up in the cell, he produced a box containing, I think, something like 27*s.*, and the fine was paid out of it. That man swept a crossing nearly opposite the Ship Hotel, Charing-cross.

3727. Mr. *Adderley.*] What was his offence?—Receiving lodgers into a room which had not been registered.

3728. Viscount *Barrington.*] Has there been a great increase of late in the number of people who sweep crossings?—Yes.

3729. Particularly children?—Yes.

3730. Can you state the earnings of the children?—I cannot answer that question; I am afraid that many of them, if they had the opportunity, would pilfer.

3731. Then your opinion of them is not particularly good?—No.

3732. Lord *Lovaine.*] You have stated that there has been a great increase in the number of children employed in sweeping crossings?—I think so, in particular districts.

3733. Whence does that arise?—Whether it arises from its being profitable speculation or not I cannot say.

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3734. Mr. *Tufnell.*] Do those children keep to districts in sweeping crossings?—Yes; the district that I am acquainted with is Charing-cross and the neighbourhood of the Haymarket.

3735. Do any children of respectable parents take to that mode of life?—Not that I am aware of. I think that the parents of many of them, with whom they live, send them out, and they take their earnings home. There are some who are living in lodging-houses.

3736. Are not some of the crossing-sweepers good characters?—I have no doubt of it; but I cannot speak from my own knowledge. I cannot say that they are all of bad character, but I believe a great portion of them are.

3737. Are many of them taken up for theft?—That question I cannot answer; I should always suspect them, from many things that have come to my knowledge in the ordinary police duty.

3738. Is crossing-sweeping a favourable employment for children?—It is a very idle one; and I should imagine it was rather a favourable employment.

3739. Lord *Lovaine.*] Is it your opinion that the sweeping of crossings should be put a stop to?—I think it would be a good thing so far as children are concerned.

3740. Mr. *M. Milnes.*] Is there a general body of sweepers who only admit persons whom they choose?—I am not aware that they assert any particular right, but I have known the same sweeper to be always at the same place for two or three years.

3741. Do you happen to know how they secure themselves against invasion?—I cannot say, unless they drive others away.

Charles Bowyer Adderley, Esq., a Member of the Committee; Examined.

C. B. *Adderley*, Esq., M. P.

3742. *Chairman.*] HAVE you paid great attention to the subject of reformatory institutions?—I have.

3743. Have you taken an interest in the establishment of an institution of that kind at Birmingham?—I have.

3744. When was it instituted?—In June last.

3745. Has Mr. Ellis, who was examined before this Committee as a witness, been employed in that institution?—He is set over it.

3746. As superintendent?—Yes.

3747. Has he also been in a similar situation elsewhere?—He has a separate institution in the neighbourhood, about six miles off, on the Worcester side of Birmingham.

3748. Is he able to act as superintendent of both these institutions?—He is not only able to act as superintendent of both the institutions, but he thinks that his absence from one is useful from time to time.

3749. Are these institutions maintained by voluntary contributions?—They are maintained at present by voluntary contributions, by payments from parents, and by the earnings of the children.

3750. Have you made yourself acquainted with the working of these institutions?—Of the one close to Birmingham, for the first six months, I think I may almost say that not a week passed without my spending a considerable time at the institution.

3751. So far as the results have hitherto shown themselves, in your judgment have they been successful?—They have been perfectly successful; there has been only one case of a child absconding, and that was the case of a child who had been accustomed to a begging life, a boy wanting in spirit, and who could not bear the society of other boys; and he left the institution.

3752. What has been the number of inmates at either of these institutions?—When I last saw it, just before the commencement of this Session, there were about 20 children.

3753. You are speaking of the one near Birmingham?—Yes; the one six miles from Birmingham, on the Worcester side, has only been opened a few weeks.

3754. How are the children sent to the institution near Birmingham?—They are either sent by the recorder passing a nominal sentence on children tried before him, or sent by parents, such as poor widows, who find themselves unable to manage refractory children, or in some cases homeless boys have come of their own accord; the greatest number, however, have come after their sentences

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in prison have been completed, by the governor of the gaol sending word to Mr. Ellis, and Mr. Ellis taking steps to attract them to his institution.

3755. Do they comprise both criminal and destitute children?—The criminal children are the greatest number, and the institution was meant principally for them; there are some destitute children amongst them.

3756. From your observation of Mr. Ellis's system, what appears to you to be the secret of his success?—I should say that the secret of Mr. Ellis's success primarily is his personal fitness, his great good sense, his great knowledge of human nature, and of boys particularly; his acquaintance with the kind of characters whom he has to deal with, great influence over boys, force of character, and kindness of manner; but I think, secondarily, that his system has a great deal to do with his success.

3757. Will you shortly describe the system?—His system is, supplying the place of a respectable and sensible parent to children who generally have no parents, or very negligent, vicious, or criminal parents; his giving constant employment of all sorts, whatever a child coming to him may have been accustomed to; and his mode of not forcing a child at once to any outward conformity with a rigid discipline, but rather drawing out a child's character by perfect liberty of action, only insisting upon his conforming to the rules of his house, and gradually winning him to better habits of life. He always takes care to have a majority on his side, taking fresh children one by one; and I think neither in London nor in Birmingham has there been any instance of his failing to win a child's affections; so that the severest punishment he has ever had recourse to has been a threat to turn the child away.

3758. In your opinion, is it probable that men of Mr. Ellis's qualifications could be obtained for similar institutions, if they were established throughout the country?—He says so himself; and at this moment he has set over the two institutions near Birmingham boys of his own training, who in both institutions were heads of gangs of London thieves when they first came to him.

3759. Probably those are some of the boys whom he described in his evidence?—Yes; and one of them gave evidence here himself. Mr. Ellis's opinion is, that however superior the head of such an establishment might be, boys who are so trained will always be necessary as subalterns to conduct the establishment.

3760. Mr. *Monckton Milnes.*] Is that from a supposition that those boys more intimately understand the habits of the boys they have to deal with, and are thus better adapted to this process of instruction?—Certainly.

3761. *Chairman.*] Do you consider an institution of this description as the only one which is necessary for criminal children, and that it suits criminal children of all descriptions?—As this institution is not of a penal description, I think it may not suit children who are guilty of grosser crimes, or have shown special maliciousness of disposition; for such children, an institution like Parkhurst may be necessary; but for the very great majority of cases of juvenile criminality I believe that such homes as Mr. Ellis's are the most suitable institutions.

3762. Are you acquainted with the institution at Red Hill?—Yes.

3763. In your judgment is the institution at Red Hill well adapted for the purpose in view?—I think Red Hill is the nearest thing to a public institution suitable for the purpose, corresponding to Mr. Ellis's private institution; but I think that if sufficient money could be obtained, private institutions like Mr. Ellis's would be preferable to large institutions like Red Hill.

3764. On what grounds have you formed that judgment?—I think that the kind of institution you want, is the supply of a home; and I think that a large institution like Red Hill hardly supplies a home, but rather an extensive system of discipline more than is needed, and not quite so suitable to the case.

3765. Is there any other matter connected with this institution of Mr. Ellis's, upon which you feel desirous to give the Committee information?—I would just describe his mode of treatment at this institution, which I think he has not already given. It is supplying a constant round of out-door and in-door employment, by relays. One half of his children are at field-work always; the elder boys train the younger; and there is an honourable understanding that they stay with him long enough to repay him for all he has laid out for them by such services, as well as by their actual earnings. All payments for these children are guaranteed for three years; but Mr. Ellis's understanding is, that they

should stay with him six years, in order to repay the whole cost of their care. The boys are made to elect a committee of management from among themselves, which meets once a week, to discuss the household arrangements. Mr. Ellis of course takes care, practically, to have the casting vote; but he contrives to make this committee exercise a common interest in mutual accommodation, thinking it a chief instrument of reforming a vicious boy, to make him habitually consider others rather than himself. The evenings are spent in reading, writing, and conversation with Mr. Ellis, which he considers an important means of training boys' minds to better subjects than they have been accustomed to. Mr. Ellis does not pretend to much education; nor does his system, any more than that of any other private household, supersede the influence either of the clergy or of the schoolmaster, to both of whom he has recourse.

3766. Is there a schoolmaster or a clergyman in any way connected with the establishment?—In this particular case there is a clergyman in charge of a training school close by, who takes great interest in this institution, and the clergyman of the parish also looks after it, and so might the ministers of other denominations. A schoolmaster is provided from time to time to give two or three hours' instruction at his house; the children who have come to him have been mostly children of step-parents, or having no home at all, or children of trampers and strolling players; and, in one case, the son of a coal-miner, whose father never saw him down a mine. Very few have decent homes, or any education or regular employment.

3767. You have stated that there is an understanding that the boys are to remain with him a certain time; in point of fact, have any of them gone away?—That honourable understanding has never yet been broken; and when I say never, I am including his former experience in London during several years previously. The parents of children, where there are any, are invariably made to pay towards their maintenance, if it is practicable.

3768. By agreement?—Yes; indeed, a child having parents would not be taken in without payment, unless under special circumstances. This is done to avoid the abuse of the institution. Sometimes friends have undertaken this payment for the parents.

3769. By means of payments of that kind, together with the contributions of benevolent persons, the institution is supported?—It is.

3770. Can you give the Committee any notion of the expense?—The expense has been minutely calculated, and the house, with the land, being provided rent-free, the cost is calculated at 4*s.* per week per head. My own impression is, that this is rather below the mark.

3771. Have you formed any judgment as to the legal enactments which it might be advisable to ask from the Legislature, for the purpose of carrying out this plan generally?—I think that to make such institutions effectual and permanent, magistrates should have the power to commit to them, not only children detected in crime, but such as are found wandering about the streets with no occupation or honest means of livelihood. There must be power legally to detain children at such institutions, and to levy the cost of their maintenance upon their parents. I think that such private institutions as Mr. Ellis's should be capable of being licensed, of course subject to approval and inspection, and so open to public support. I think, also, that public grants in aid for the first outlay will be necessary.

3772. Have you also had an opportunity of making yourself acquainted with an institution established by Miss Carpenter near Bristol, since she gave evidence here?—I have had information sent to me by Miss Carpenter, which she requested me, to save her the trouble of coming here again, to state to this Committee.

3773. You have received a letter from Miss Carpenter, giving a statement of the results of the institution which she has established near Bristol, since she gave evidence here?—Yes.

3774. Will you state it?—The institution was formed at the commencement of this year at Kingswood, near Bristol, in a building which was formerly a Wesleyan school, where there is room for 150 children, besides farm buildings and 12 acres of land. The premises were purchased by Russell Scott, Esq. Above 1,800*l.* have been already received by voluntary contributions, and subscriptions to the amount of 100*l.* a year from individuals interested, who have mostly sent contributions without any solicitation, and unknown to Miss Carpenter,

penter, and accompanied with expressions of warmest sympathy. The institution is managed chiefly by Miss Carpenter and Mr. Russell Scott. The plan is as nearly as possible like the Rauhe Haus, and the part for girls as in the Chelsea Reformatory, established by Mrs. Fry. It is supported by subscription, by the children's earnings, and by their parents' contributions. The produce of the girls' work, together with the parents' contributions, already furnishes more than half the expenses. The boys are expected, by spade industry, to clear a profit of 10*l.* an acre. Parents are made to pay wherever it is practicable. Sometimes benevolent friends pay for them; but they look to legislation furnishing them with more permanent support. At present there are sixteen boys and thirteen girls. No difficulty has yet occurred to shake their confidence in their plan. The great and acknowledged need of such institutions has already been proved by the readiness of the public to support them. Miss Carpenter also mentions a similar institution which is now being founded at Nottingham, the funds being provided by one rich individual.

3775. Are you aware of any other institutions which are now in progress of formation, or which have lately been formed with this view?—I only know of the one at Nottingham, which I have just mentioned, and one at Hardwick, near Gloucester; and I have an impression that many others are contemplated; and it is on that account that, in my opinion, immediate legislation is most necessary; because I think, if the present experimental period is prolonged, failures or ill-judgment may damage one of the most important subjects of national interest. It seems to me that the principle is sufficiently tested, and a number of experiments have been made; and that the public are greatly interested everywhere, and are ready to support them.

3776. Viscount *Barrington.*] You have stated that, in your opinion, legislation is necessary for this purpose; and I think you hinted that in case of children being picked up as vagrants, and so on, the parents should pay towards their maintenance; supposing they did not pay, would you endeavour to make them pay, by giving authority to the magistrates, in the same way that is done with regard to bastard children?—My impression is, that it should be made imperative in the same way.

3777. Mr. *Monckton Milnes.*] Have you made up your mind whether the great object of the reform of juvenile criminals would be best effected by such means as those which you and other benevolent persons have designed to establish, rather than by any large scheme originated and maintained by the Government?—I think there must be Government institutions; but I would suggest the Government licensing private institutions, as a mode of introducing the greatest possible number of what seem to be the best kind of establishments, namely, private ones.

3778. Until an establishment of this kind was in operation, how would the Government know whether it deserved their confidence sufficiently to be licensed?—Of course, as a preliminary to the license, there must be Government inspection, as also, afterwards, for the continuance of the support, and a certificate of some sort that the institution is such as the Government ought to support.

3779. Do you contemplate these establishments being started without licenses by private contributions, and afterwards coming under Government license and superintendence?—Certainly.

3780. Do you think that sufficient interest would be felt in the matter to authorise the expectation of any very large extension of establishments on that principle?—Yes; very greatly, indeed.

3781. How do you account for the very little interest which has been exhibited by the public generally on this question, which has so much agitated the minds of certain individuals, and also for the little success the one in Warwickshire and others have had?—I think the public interest, from whatever cause, is rapidly increasing, and the immense support at Birmingham, for instance, where one single manufacturer has given no less a sum than 100*l.* a year, is a proof to my mind that such institutions would find very great support amongst the people of the country, particularly the middle class.

3782. Do you find a very general interest in this matter in Birmingham?—Very great indeed, in all classes; for instance, the landlord of the principal hotel giving his room gratis for meetings on the subject, the town clerk giving his services gratuitously, the principal manufacturers subscribing most largely, the

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governor of the gaol affording every assistance, the Recorder of the borough falling in with the plan; in fact, people of all classes, ranks, and positions combining to carry it out.

3783. Do you see no reason why the same interest might not be excited in other towns, supposing similar means were taken to bring the matter under their attention?—On the contrary, I see other towns beginning to do the same thing.

3784. Will you mention an instance?—Bristol and Nottingham, the two I have referred to.

3785. *Chairman.*] Has the inquiry before this Committee had a powerful effect in drawing public attention to the subject?—I hope it has.

3786. Mr. *R. Palmer.*] You contemplate that to these institutions criminals who have been convicted shall be sent in lieu of being punished by being sent to prison?—In cases of first convictions, or convictions for trifling offences, I think there must be a discretion with the magistrate as to the amount of criminality.

3787. At the present moment a convicted juvenile criminal is not sent to the institution to which you have alluded?—There are many whose sentences being suspended, or made nominal, are sent.

3788. Under what authority are they sent there?—I believe the authority is very questionable, and that is one reason why I think immediate legislation is called for.

3789. Have subscribers to a certain amount the power of recommending "candidates for admission"?—Yes.

3790. A juvenile criminal can scarcely be called a "candidate for admission" into an institution of that kind?—Any person interested in a criminal, either before trial or after trial, might on his part apply for his admission.

3791. You think it would be necessary, to render it quite safe, that there should be an alteration in the law, giving a power to alter the sentence of the judge, or recorder, or chairman at quarter sessions, from the punishment of imprisonment in a gaol, to transmission to your institution?—I think it is essential, not only to make the law clear, but to make its administration uniform and certain.

3792. *Chairman.*] Something similar to the powers which were alluded to on the last day of the sitting of the Committee as existing in America, of sentencing a young criminal to detention in an institution of this kind?—Exactly.

Veneris, 22° die Aprilis, 1853.

MEMBERS PRESENT.

Mr. Baines.	Lord Lovaine.
Lord Drumlanrig.	Mr. Fitzroy.
Mr. Cornwall Legh.	Mr. Monckton Milnes.
Mr. Tatton Egerton.	Sir John Pakington.
Mr. Miles.	Mr. Robert Palmer.
Mr. John Ball.	Mr. Cowper.
Mr. Adderley.	Sir William Jolliffe.

THE RIGHT HON. MATTHEW TALBOT BAINES, IN THE CHAIR.

Miss *Caroline Neave* and Miss *Katherine Fry*, called in; and Examined.

Miss *C. Neave* and Miss *K. Fry.*

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3793. *Chairman.*] (To Miss *Neave.*) YOU are Secretary of a School of Discipline at Chelsea?—Yes.

3794. How long have you held that office?—Seventeen years.

3795. What are the objects of the institution?—To receive the most wretched, neglected, and sinful children (girls) who are to be met with, some of whose parents

Miss *C. Neave* and Miss *K. Fry.*

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parents have been imprisoned for their treatment of their children. We have had some very sad cases.

3796. Are they all criminal children whom you receive?—Almost every one; perhaps there are two out of 46 who have been merely exceedingly neglected and and exposed.

3797. How is a child admitted to the institution?—Generally speaking we have many more applications than we can grant.

3798. Do the committee decide who shall be admitted?—The committee sits every Thursday, and on that day applications are received.

3799. Between what ages do you receive children?—From 10 years to 12½ years of age; not older than 13. Above that age they go to Manor Hall.

3800. Is Manor Hall an institution connected with the School of Discipline?—It is not connected with it, but the objects are the same, for women and girls of 16 years of age and upwards.

3801. Sixteen is the youngest age for admission to Manor Hall?—Yes; save on particular occasions. Girls of 13 and 14 years of age have been received from Millbank, with the Queen's "conditional pardon."

3802. What is the greatest number of children whom you have received at Manor Hall?—Fifty; the house will not hold more.

3803. What is the greatest number you can receive at the School of Discipline?—Forty-six.

3804. Are the two houses now full, or nearly so?—Yes, and many candidates are waiting.

3805. What is the system of treatment at the School of Discipline?—The children are so well trained that they seem to fall in with the others; and a very troublesome child is very soon subdued. As matrons, we have a mother and her two daughters, who have been there for many years.

3806. Do they form the staff?—Yes. They are of one mind, and do their duty so admirably, that it is perfectly surprising to observe how the children fall into rule.

3807. How long have you been fortunate enough to have had their services?—A great many years; as long as I have attended the school.

3808. Taking the case of a girl coming in, what is the first thing which is done with respect to her?—The treatment is perfectly kind and gentle.

3809. Is that the system which is uniformly adopted?—It is; they are not allowed to strike them; that is one of the rules of the school.

3810. What kind of learning do the girls receive?—They are taught everything that is useful. During the first year, they are very much in the school-room; afterwards, they are trained by degrees to household work of every description; the older ones have a turn in the school in the course of every day.

3811. What kind of instruction is given in the school-room?—They learn to read; they understand the Scriptures wonderfully; they learn to spell, and they write correctly; they are taught the first four rules of cyphering; they are as well educated as the generality of parochial children, with a far clearer view of what they are taught. The clergyman of the nearest church, who attends them every week, is perfectly surprised at their knowledge.

3812. What clergyman?—Mr. Robinson, of St. Luke's, Chelsea.

3813. What is the nature of the religious instruction which is given to them?—They are taught the principles of the Church of England; they go twice to church on Sunday, and occasionally in the week.

3814. Is service performed in the house?—There is morning and evening prayer and instruction.

3815. Is there daily reading of the Scriptures?—Yes, and daily instruction.

3816. Morning and evening prayer daily?—Yes.

3817. What kind of diet is given to them?—Great attention is paid to the quality of the food, but the children are not allowed tea, butter, or beer; they have bread and milk morning and evening; meat four times a week; soup and puddings the other three days.

3818. For the first year, you say that the education is chiefly in the school, and is of the description you have mentioned?—Yes.

3819. Is there any industrial training during the first year?—It is according

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to their age and strength. They come in very ignorant; and at 10 years old they cannot be supposed to do much during the first year.

3820. What is attempted in that way with them during the first year?—Three, we will say, are employed in house-work; three or four in the laundry; an older one in the kitchen; and younger ones are put under the oldest for training. There are about seven children constantly employed in house work and laundry work.

3821. Any sewing or knitting?—Yes; it is beautifully done, and they earn 50*l.* a year by it.

3822. At the end of the first year the training becomes more of an industrial character?—Yes; we are obliged to keep them several years, that they may be prepared for service; they have no homes to return to. Three girls who had very bad parents are now teachers in schools. A new school was opened two months since in Westminster, and a girl educated at the School of Discipline is assistant-teacher there.

3823. Do you find them willing to remain at the institution?—Yes; they are often grieved to leave it; they know what they return to. One child pretended that she did not know her mother when she came to see her, for fear of being taken home; she acted the part exceedingly well, and the mother left her, and has not been near her for eight years; she is now a very respectable servant.

3824. What is the nature of their occupation after the first year?—Household work, then the laundry, and then the kitchen, as their strength increases.

3825. It becomes more of an industrial occupation?—Yes.

3826. Have 442 children been trained in the School of Discipline since 1825?—Yes.

3827. Have you any remark to make on the smallness of that number?—We are obliged to keep them so many years, in consequence of the wretchedness of their homes, that vacancies occur seldom; we have had them from three to eight years. The girl who is now a teacher in the new home for destitute children, was eight years with us.

3828. In the first instance, when they come in, do you endeavour to learn their early history, as far as you can?—Yes, and nothing can be more melancholy.

3829. In many cases, has it happened that girls who have come in in the way you have stated, have become teachers?—Three have become excellent teachers. One has a school of her own in the north of England; she was a most destitute Irish girl.

3830. Was one of them a person of extremely violent and ungovernable temper?—Yes; her father was a black man, and she seemed to have a great deal of extraordinary irritability of temper; she is a teacher in the new school that has been opened in Dacre-street, because we were obliged to refuse children so constantly at the School of Discipline.

3831. A complete change has taken place in this girl?—Yes, she is now very much valued as a teacher at the new home.

3832. How long had she been with you before you found that change completely effected?—Five or six years. During the last two years, she was very useful at the School of Discipline.

3833. Where is she now?—At Dacre-street Home for Destitute Children.

3834. How long has she been there?—It was only opened on the 11th of February in this year.

3835. Had she remained in the institution you have been speaking of until that time?—Yes.

3836. Besides the girls whom you have mentioned, as having done well as teachers, have several married?—Yes; one married a locksmith, who lives in Chelsea, and whom we employ; she comes sometimes to the school, and is very respectable.

3837. In several cases have they married?—A great many.

3838. Have you made any inquiry as to the future history of these people?—Yes. If they are doing well, they come in numbers to see the mistress, during the summer.

3839. Does that happen frequently?—Yes, every week during the summer months.

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3840. Have servants been taken repeatedly from the institution?—Yes; a great number; and they have been five or six years in their first places after leaving the institution.

3841. Has the institution a character for turning out good servants?—I think it has. We never have a girl long on hand.

3842. Have you heard of cases of persons who have been in the School of Discipline at Chelsea, having been recommitted for offences afterwards?—Very few; and only two were transported out of the whole number; I took leave of them myself on board the convict ship, and they seemed different from the others.

3843. How is the institution maintained?—Entirely by voluntary contribution.

3844. What was the total amount of your annual income during the last year?—The subscriptions amounted to 144*l.*

3845. What amount of donations?—£. 30. 13.

3846. Is there any other source of income?—The Patronage Committee maintains six little discharged prisoners.

3847. What is the Patronage Committee?—(Miss *Fry.*) The Patronage Committee is a committee of the British Ladies' Society for the Reformation of Female Prisoners, and for the care of discharged Prisoners: and when we have young cases, and there is a vacancy in the School of Discipline, we pay for them there.

3848. How much do you pay?—Five shillings per week for each child. We are considered to have six beds there, which we keep full.

3849. You pay at that uniform rate?—Yes.

3850. (To Miss *Neave.*) Have you mentioned all the sources of income you have?—We are obliged to make the poor people themselves pay from 1*s.* 6*d.* to 2*s.* 6*d.* per week; and the ladies of the committee are often obliged to make up the sum. The parents and friends of the children contributed 241*l.* last year. The needlework of the children produced 67*l.*, which is a great deal for such little ignorant things.

3851. Is there any other source of income?—No.

3852. You are speaking of the School of Discipline at Chelsea?—Yes.

3853. Having stated your sources of income, will you inform the Committee what you consider to be the annual or weekly cost of each inmate?—I have not the means of answering that question.

3854. Have you a Table giving an account of your expenditure?—Yes; I will hand to you our last Report (*handing the same to the Chairman*).

3855. "Board for 46 children, 290*l.* 12*s.* 6*d.*;" you reckon that to be the cost of the board of the children?—Yes.

3856. Do the salaries to the three matrons amount to 69*l.* 19*s.* 3*d.*?—Yes.

3857. Do their board wages amount to 46*l.* 16*s.*?—Yes.

3858. And the clothing for the children to 55*l.* 6*s.* 8*d.*?—Yes; they are clothed entirely.

3859. Then there have been "Outfits for seven children, and journeys;" what are those "outfits"?—When they go to service.

3860. Finding them clothes?—Yes; a superior style of clothing for service.

3861. And the journeys are entirely in going to their places?—Yes.

3862. For outfits for seven children, journeys 10*l.* 18*s.* 7½*d.*?—Yes.

3863. The document you have handed in is a copy of your treasurer's account with the School of Discipline for the last year?—Yes.

[*The Witness delivered in the following Document*]:

Mrs. *H. Le Blanc*, in Account with the School of Discipline, *Chelsea*, from 1 April 1851 to 31 March 1852.

Receipts.	£.	s.	d.	Expenditure.	£.	s.	d.
Balance in hand	12	16	1	Rent, insurance, rates, taxes, and repairs	43	15	7
Subscriptions	144	17	–	Board for 46 children	290	12	6
				Salaries to three matrons	69	19	3
				Board wages to ditto	46	16	–
Donations	30	13	–	Clothing for children	55	6	8
				Outfits for seven ditto, and journeys	10	18	7½
Patronage Committee for seven children	79	18	6	Candles and soap	13	3	10
				Coals and wood	15	6	–
				Medicine	2	8	10
Parents and friends of children	241	5	6	Furniture and books	4	18	4½
				Children's ticket and knitting money	4	17	6
Needlework done in the school	67	6	5	Printing reports, &c.	3	17	6
				Sundries	2	8	8
				Collector's commission	7	10	6
				Postage and carriage	1	1	–
					573	–	10
				Balance in treasurer's hands	3	15	8
£.	576	16	6	£.	576	16	6

Examined and found to be correct, 29 March 1852.

W. Skinner.

3864. Mr. *Miles.*] Were you secretary when the school was first established?—No, it was established in 1825; I joined it 17 years ago.

3865. Have you kept an account of the number of children who have passed through the school?—Four hundred and forty-two.

3866. That is from the commencement?—Yes.

3867. Can you inform the Committee how many of the children who have passed through the school have turned out respectable?—I cannot; but I know that the proportion is very great.

3868. About how many do you send out every year?—Last year it was 15.

3869. Is that about the annual proportion?—It exceeds the proportion; in the previous year it was only seven; it depends upon their age and capabilities.

3870. Do you act as a committee of management after they have gone out to service?—At the end of the year they come for a reward.

3871. Do you find that many of the girls who have been sent out to service come to ask for that reward?—Yes, a great many; and they bring letters from their employers.

3872. The greater proportion?—Yes, by far the greater proportion.

3873. From the great experience you have had, you are enabled to state that altogether the school has acted most satisfactorily?—Yes, I think more so than most institutions; it is so carefully watched, and the inmates are so well taught.

3874. You have stated that the children who are admitted have, generally speaking, most dissolute parents; do you find great difficulty in getting contributions from those parents?—Very great difficulty.

3875. From the accounts you have put in, you seem to have acquired a considerable fund annually from that source?—Yes, but they are very much assisted; the charitable people who recommend them generally pay something to help the parents.

3876. Do you endeavour to get payment for children who are criminal, as well as from those who are destitute?—Yes, and the Patronage Society takes care of discharged prisoners.

3877. Then are the Committee to understand, that out of the 46 children in your school there are only six criminal children?—They are all more or less criminal, but only six have been imprisoned.

3878. The

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3878. The other 40 have not been imprisoned?—No; but they have all pilfered, and some to a great extent; they are generally sharp children, and they pilfer in a very knowing way.

3879. Do you arrive at that knowledge from questions put to the children after they have come into the school?—Yes; and those who bring them often represent them to be even worse than they are, for the purpose of getting them admitted; the most awful stories are told of them.

3880. None of the 40 have been convicted before magistrates or at quarter sessions?—No.

3881. Then they may be looked upon as the destitute class?—Yes, both destitute and criminal; they have all pilfered.

3882. Do you recollect what is the largest sum you have received from the parents of these 40 destitute children?—No: it would be difficult to answer that question, because it is sometimes obtained from various sources.

3883. The weekly demand is not large?—From 1*s.* 6*d.* to 2*s.* 6*d.* per week.

3884. Two shillings and sixpence is the highest?—That is the highest sum the parents are ever charged.

3885. Do you think that if such a school as yours were to be assisted by Government, in proportion to the amount of subscriptions received from private individuals, the sphere of your usefulness would be very much enlarged?—It might be enlarged by adding a house; the house we have will not contain a larger number, and that is why the house has been taken in Dacre-street, in which we could place a great many, if we had funds for their maintenance.

3886. Is the house in Dacre-street, of which you have given some little account, in connexion likewise with the School of Discipline at Chelsea?—It is not exactly in connexion with it, but it has the same object, and there are two unfurnished rooms which would hold a dozen children, if we could afford to receive them.

3887. Is it under the same committee?—No; there is a committee of ladies residing near it in Westminster.

3888. But the whole management is similar to yours?—It is the same management.

3889. Can you inform the Committee how many children there are in this off-set school, if that expression may be used?—Fifteen.

3890. How many is it capable of containing?—As many again.

3891. Do you find any difficulty in maintaining this new educational school?—We have not at present; we have only had two months' experience; we have money in hand.

3892. Do you conceive that the management of these schools must be in the hands of benevolent private persons, or that they can be entrusted to Government?—A weekly committee of ladies, who assist the matrons with their advice, and take cognizance of everything that passes in the school, has proved the most successful mode of management.

3893. There is constant supervision?—Yes.

3894. Do the committee attend at all hours, or does each lady take a separate day?—Two or three ladies come in at any time, which I think is the better plan.

3895. So that it is undergoing a constant supervision?—Yes; and there is one fixed day for the committee to meet, namely, on Friday, at two o'clock.

3896. Have some of the children who have been brought up in the School of Discipline been afterwards drafted to Manor Hall?—Occasionally we have done that, when we could not provide for them.

3897. To what age do you keep them in the School of Discipline?—Until they are provided for. Sometimes they are so anxious to receive young ones, that I have relieved them by taking grown up girls to Manor Hall.

3898. Then you keep them until they are of sufficient age to go to service, in the School of Discipline?—Yes.

3899. At what age do you usually send these children out to service?—From 15 to 17, according to their strength.

3900. Do you find that it is rather useful than otherwise, to keep the elder girls with the younger girls in this establishment?—Yes, when they have been trained. We do not take them in at that age.

3901. You take them in between 10 and 12½ years of age, and keep them even up to 17 years of age?—Yes.

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3902. You have not found any harm take place from the mixture of the elder females with the younger children?—No; because they have been trained so carefully. They are not admitted after 13 years of age.

3903. Have you had any cases in which you have been obliged to discharge children from the school?—Several.

3904. How is that done?—We send them to the unions; and the House of Occupations has taken two or three.

3905. Besides the number whom you have stated have passed through the school, how many do you think have been discharged?—Not a great many.

3906. Are they discharged by order of the committee?—Yes; everything is decided by the committee.

3907. Do you ever take back children who have once been discharged?—No; that is not permitted. They are very well trained at the House of Occupations.

3908. Mr. *M. Milnes.*] Do you find that the parents of these children appreciate the benefits of education for their children?—We can scarcely give them credit for that; a few do so; they are merely thankful to get rid of them. Some few have returned home to be a great blessing to their parents, who have had anything like a respectable home.

3909. Have you found that parents who were addicted to criminal habits, and were careless of their children's moral conduct, have at all appreciated the advantages of the institution?—Occasionally I think that has been the case, because they suffered so much from their bad habits. There are one or two instances in which children have really worked a great change in their parents on their return home.

3910. How far do you carry the intellectual education of the children?—Scarcely beyond sacred subjects; they read books on natural history, and have a slight knowledge of grammar and geography.

3911. Is geography taught to any extent?—No; there are many books now published for children which open their minds without making them learned.

3912. Lord *Lovaine.*] Is the number of applicants increasing very much?—Yes; we have a waiting book, which is too full; we wish we could receive them all.

3913. Do you think that the opportunity given to the parents to get rid of their children, by sending them to be maintained in your institution, has any tendency to cause them to neglect them?—No; it is easy to trace their early and continued neglect of their children.

3914. The causes of neglect are too numerous to be much influenced by charitable institutions?—Yes.

3915. Children whom you find you cannot manage, you send to the House of Occupations?—Yes; two or three such instances have occurred. The father of one, who is a warder in Tothill Fields Prison, at the end of two years (which is the usual time for children to stay), requested that we would let him have his daughter, who had not improved sufficiently to be recommended, and he took her to the House of Occupations. He said that his wife was so drunken that he could not let her go home, and she is still in the House of Occupations.

3916. You know nothing of the history of that particular individual since?—She is still there.

3917. And improved?—I do not know. The mother has not been told where she is.

3918. Do you find much objection on the part of the parents to the payment of the contribution which is necessary in the first instance?—It is often obtained with difficulty, but we persevere in doing so, when we have ascertained that they withhold what they have the means of paying.

3919. And you are pretty successful?—Pretty well. Mrs. Le Blanc is a very able treasurer.

3920. Mr. *T. Egerton.*] When the children first come into the institution, during the first two or three months, do they appear to feel the confinement and discipline?—Sometimes a little; but they have a great many companions; and they are so kindly treated, and so much better fed, that it has a great effect on the children.

3921. That counteracts the discipline which they undergo at first?—Yes. They seem to enjoy their meals very much.

3922. Mr. *Adderley.*] How are the accounts kept?—Everything is written down on the committee day in a rough book. Mrs. Le Blanc, our treasurer, keeps her books beautifully.

3923. Do the committee audit the accounts?—One lady of the committee writes down every article of expenditure. Mrs. Le Blanc copies the same in her book.

3924. If the committee find that the expenses are exceeded in any week, what check do they put upon them?—We have very often an empty purse, and the next week we are able to pay. We have often been indebted to the matron two or three weeks; and then we are obliged to write and ask for donations.

3925. Have you ever found any difficulty in obtaining sufficient funds?—Yes, great difficulty. It has been hard work, but it has been done.

3926. You have stated that the cost of the maintenance in this school, of children who have been in prison, has not been obtained from their parents?—No.

3927. Why has that distinction been drawn?—Because the Patronage Society were so good as to do it for us, which is great help to the school. They have paid 18*l.* a quarter.

3928. Although the Patronage Society has been so good as to do it, do you see any danger in letting the children of such parents be maintained without the parents' assistance?—They have been in prison themselves, and we have not heard of them again frequently. We have had some sad cases, in which it would not have been possible to obtain anything from the parents.

3929. You have stated that children have frequently been represented to be worse than they really were, for the purpose of obtaining admission. Does not that suggest to you some danger that maintaining the children without any cost to the parents may act as a premium to the parents, in many cases, to neglect their children?—No, because they are so much followed, and their characters examined into. We make them pay as much as possible. Children who are discharged from prison, we receive from prison, and the parents do not bring them. Sometimes there are respited verdicts, and we receive them from the Elizabeth Fry Institution.

3930. Whatever is the rule, has it not been the case in practice, that the parents of children at your school have very seldom had to pay any part of the cost of the maintenance of the children?—Yes; we require them to pay as much as they can.

3931. Will you state how far requirement has been effectual in getting the money?—In many cases it has succeeded. The child of a chimneysweeper, who lives near the school, is with us; we are obliged to send to him every week; we get something one week, and nothing in another week; we make him pay something, because we know that he can do it.

3932. Mr. *Fitzroy.*] Can you state what proportion of the 241*l.* which is entered under the head of subscriptions of parents and friends, is really paid by the parents?—A great part of it.

3933. Mr. *Adderley.*] Can you give the exact amount in any one year?—No; Mrs. Le Blanc is the only person who can do that.

3934. Sir *W. Jolliffe.*] Are the payments chiefly made by the parents who bring the children to the school?—Yes, and the ladies who recommend them; Lady Barrow pays for two children.

3935. You have seldom been so fortunate as to obtain the cost of the maintenance of those children from parents who have been committed to prison?—Very seldom.

3936. Have you ever induced the parents to pay for the maintenance of criminal children, who have been committed to prison?—I can hardly state at this distance of time.

3937. Mr. *Fitzroy.*] Are the applications for admission chiefly made by the parents, or by friends?—Chiefly by the parents. They are often obliged to leave their lodgings; the children pilfer in the neighbours' rooms; if they send them out on an errand, they keep back half the money.

3938. Lord *Drumlanrig.*] You have stated that you make the parents pay as much as you can; you have actually no means of enforcing it further than by an appeal to them?—No; and an inquiry for the purpose of ascertaining what they earn, and proving that they ought to pay.

3939. Mr. *Adderley.*] Will it be a great assistance to you, if by an Act of Parliament they are compelled to pay?—Yes, if such a thing is to be done.

3940. You think that in many cases they have the means of paying?—Yes, I really believe that is the case.

3941. You have stated that public assistance would not be required for such an institution as yours, except a different building; would you not be very glad of Government assistance for the annual expense?—Yes, exceedingly glad, for it is very difficult to keep it up.

3942. Do you think you can rely permanently upon such private support as you have received?—No; there are many changes; subscribers die, and donations do not come in; of course those things must be doubtful.

3943. Mr. *Fitzroy.*] In the event of parents discontinuing their payments, do you dismiss the children?—No, it would be cruel to do that; they have nowhere to go, except to return to sin and misery.

3944. Then the parents are aware that the contribution on their part is entirely optional?—We try to make it appear otherwise.

3945. Sir *J. Pakington.*] Is the institution of which you have been speaking the same as that in which Mrs. Shaw has taken great interest for some years?—Yes; she founded it, and has ever assisted and watched over it.

3946. Mr. *M. Milnes.*] You have stated that these children have continuous habits of pilfering. Do you find that generally they have a clear sense of the wrong of the act itself?—Not for a long time; they do not seem sensible of the evil.

3947. Do you find a considerable difference between the children in this sense, that some pilfer almost from a natural instinct, and others from what may be called a criminal intention?—Yes; some have a taste for it; and without making any use of what they take, they will pilfer in the school things which they are obliged to hide, for the very pleasure of doing it; and that is continued sometimes for two or three years.

3948. Are those the most difficult cases you have to deal with?—Certainly, because we cannot recommend them.

3949. Do you succeed in eradicating that habit?—Yes, by keeping them a long time, and putting them to some test, trusting them a little.

3950. Would you therefore infer, that among what may be called the criminal children of the poor, there are a considerable number who act in this way from an unhappy natural instinct uncorrected by education?—Not the greater number; I should say there are a few.

3951. *Chairman.*] Have you taken a very active interest in the institution at Manor Hall, Chelsea?—Yes; I founded it.

3952. About how long ago?—In 1822 we received four, and afterwards nine, until we rose to 50; we have now for some years received 50; but they are from 16 years old up to 35 or even 40.

3953. Is that an institution to which a number of those who have been in the School of Discipline afterwards go?—Very few. We have had a few, to ease the house sometimes.

3954. That institution takes them at a more advanced age?—Yes.

3955. The youngest being 16 years of age?—Yes; about 900 people have passed through Manor Hall.

3956. Mr. *Adderley.*] Have you, in any case, found that young women trained at Manor Hall have afterwards been available, either as matrons or assistants in the House of Discipline?—No; they have not been wanted; we have been so successful in keeping the same matrons.

3957. You do not think that Manor Hall institution would ever be of use in that way to the School of Discipline?—Not to the School of Discipline, but to other institutions. We have young people in many institutions.

3958. In what way?—As servants and teachers.

3959. In what sort of institutions?—National schools.

3960. Was not the person who is at the head of the Dacre-street Institution trained at Manor Hall?—No.

3961. Sir *J. Pakington.*] Are the inmates of the School of Discipline ever passed on when they are more than 16 years of age, to Manor Hall, or are the two institutions kept quite distinct?—I have done so.

3962. Have you done that in many instances?—In a few instances, when they have wished to take in young ones, and I could provide for an older one better.

3963. Mr.

3963. Mr. *Miles.*] Can you inform the Committee whether there is any school which has been instituted entirely for the reception of criminal girls between the ages of 12 and 16; and if so, to whom application can be made for information on that point?—That very home which is now opened will take them from 7 to 14 years of age; and we can receive 15 more, if we are assisted.

3964. It has only just been opened, and you cannot speak of the benefit that has accrued from it?—No; but we have a very good superintendent at the head of it.

3965. Sir *J. Pakington.*] You have been understood to state that the School of Discipline is not limited to children of 12 years?—We take them between the ages of 10 and 12½.

3966. You do not turn them out at 12 years of age?—No.

3967. In the cases which you have mentioned, where you have passed on inmates from the School of Discipline to Manor Hall, has that been done on account of their having become too old for the School of Discipline, or for any other reason?—It was more to oblige the School of Discipline which wanted to take younger ones in, that I took older ones, and because we are so successful in finding them places.

3268. How long have the Patronage Society sent you children?—Since the foundation of the Patronage Society.

3969. Is the evidence which you have given relative to the 40 children, excluding the six Patronage Society children, equally applicable to the six Patronage Society children?—Yes.

3970. Sir *W. Jolliffe.*] You have stated that 15 children had left, and been provided for in some way in the course of last year; can you state the average age at which those children left?—From 15 to 17 years of age.

3971. *Chairman.*] For what class of children is the institution in Dacre-street intended?—For the same class as the School of Discipline.

3972. At what age do they go in?—Between the ages of 7 and 14.

3973. How long may they stay?—Until they are fit to be recommended to service.

3974. How long has that institution existed?—Only two months.

3975. Has that institution been formed by nearly the same ladies who have taken this benevolent interest in the School of Discipline at Chelsea?—I am the only person belonging to the other institution who has attended; but we have a very excellent committee for the Dacre-street Institution.

3976. How many children are there at present in Dacre-street Institution?—Fifteen.

3977. Is the system intended to be like that at the School of Discipline?—Yes, as nearly as possible.

3978. It is a similar institution in a different locality?—Yes; but I think it will be taken down in a year, and that we shall move it into the country.

3979. It is entirely supported by voluntary contributions at present?—Yes. Miss Jenkinson raised the money to open it.

3980. It is intended to be on the same plan as the other?—Yes.

3981. (To Miss *Fry.*) You and your sister, Mrs. Reynolds, are members of an institution of ladies for the purpose of visiting female prisoners, and endeavouring to reclaim them?—Yes.

3982. Did Mrs. Fry found that instiution?—Yes; she began it in the year 1817, I think.

3983. What is the name of the institution?—The British Ladies' Society for the Reformation of Female Prisoners.

3984. Is there a house belonging to that society?—No; we do not require one; we have committee-rooms.

3985. Where are they?—In White Hart Court, Lombard-street.

3986. How many ladies are associated for that purpose?—The society includes all the visitors of the prisons in the city, so that it is very numerous; I think there are about 40 members of the committee, including the prison visitors.

3987. Do you pay particular attention to the cases of young persons?—Not more than others; but the older persons are so hardened that very little has been done with them; we prefer cases of younger offenders.

3988. Have you paid a good deal of attention to the girls?—Yes, in the prisons, girls of all ages; but after they leave prison, and when they have to be taken care of, we prefer younger cases.

Miss *C. Neave* and Miss *K. Fry.*

2 April 1853.

3989. What institutions are there, within your knowledge, for the reception of criminal girls, who have been convicted of offences?—The only institution which will receive them without the slightest distinction, either as to age or crime, is the Elizabeth Fry Refuge, which was established for the purpose; and from that we draft them to the different institutions, according to the nature of their crimes.

3990. Where is the Elizabeth Fry Refuge?—At Hackney.

3991. How does a child come to the Elizabeth Fry Refuge in the first instance?—They must either be brought to the committee on Friday, at White Hart Court, or we must give an order to the governor or chaplain, allowing them to be sent directly from the prison; but they generally keep them in prison until Friday.

3992. Are they all persons who have been in prison?—Invariably.

3993. What is the largest number of inmates you can receive there?—I think we could receive thirty, but they are drafted off quickly to other refuges. I hardly know how to describe it; it is more like a House of Detention; it is intended to be temporary, and the time of detention was originally intended not to be more than a month; but we find it impossible to carry out the plan in so short a time, and now with some difficulty we have persuaded the founders to extend it to three months.

3994. To what other institutions are young people sent, besides the Elizabeth Fry Refuge?—Dalston for felons, by which I mean real cases of felony, and not misdemeanours.

3995. Do those comprehend both young women and children?—I think they do not like them under 16 or 17 years of age. Manor Hall is for a virtuous and better class of girls. The School of Discipline is for children. There was an institution at Marylebone where they took a very low class of young women and girls, but that has lately ceased. There is the School of Occupations, which I think belongs to the corporation; and there is also the Penitent Female Home, in White Lion-street, Islington, I think.

3996. Is that for children?—No. Those are all for young women and children. None of them like to take little children.

3997. Will they take a girl of 10 or 11 years of age?—Certainly not. The School of Discipline and the House of Occupations only will take them at that age, and ourselves at the Elizabeth Fry Institution.

3998. Those are the three institutions that receive children of that age?—Yes.

3999. Are all the other institutions of which you have spoken, limited to the reception of persons of more advanced years?—Yes.

4000. Sir *J. Pakington.*] Are the Committee to understand you to state that your rules at the Elizabeth Fry Refuge preclude you from detaining the inmates more than three months?—It is against the rule, but it is an institution in which there is a good deal of liberty.

4001. That is the rule?—That is the rule.

4002. Is the institution generally full?—It is very variable, and just now it is not full.

4003. In point of fact, you merely receive females after their sentences have expired, and you pass them on according to the circumstances of each case?——Exactly; either to other refuges or home; or for emigration very often.

4004. Mr. *Fitzroy.*] Do you receive women who have been discharged from the City prisons only, and not women who have been discharged from the county prisons?—From metropolitan prisons.

4005. Westminster?—Constantly.

4006. Mr. *T. Egerton.*] Have you any difficulty in keeping them there during the three months?—No; they are always anxious to stay, with rare exceptions. They are sometimes passed short of the three months.

4007. Mr. *Fitzroy.*] Do you select cases from the prisons, or do you wait for applications from the prisons?—The ladies who visit the prisons select the cases, with a help of the governor and chaplain. They only send us such cases as are likely to suit.

4008. Is that selection made according to the chance of reformation which seems to exist?—Yes. There is a number of young cases; 18 years of age and under.

4009. *Chairman.*] Have you the means of informing the Committee how many of the children are between the ages of nine and 16 years?—I should think two-thirds, perhaps, would be younger than 16 out of the above.

Miss *C. Neave* and Miss *K. Fry.*

22 April 1853.

4010. Mr. *Miles.*] How does the Patronage Society proceed in selecting their cases from prisons?—The ladies visit the prisons of the metropolis, where they find penitent children and poor young women who want care. It is all the same system.

4011. Do you turn your attention particularly to those who appear to be more useful than others?—We do not like them more than 30 years of age.

4012. Still if your attention were drawn to six or eight criminal females from the age of nine to 30, should you turn your attention first to the younger ones, or to the older ones?—It would be according to the date; we refuse none.

4013. Do you take those whose conduct in prison has been very good?—If they do not behave well in prison, they will not behave well in a refuge.

4014. Have you taken children who have been often committed to prison?—Yes; sometimes we do take children who have been committed for begging.

4015. Have you taken under your patronage girls who have often been convicted?—Very seldom; because in very young cases they are brought to us the first time; they will hardly let a young child pass away into circumstances in which she would be likely to fall again into the same crime.

4016. Does your patronage exist over the whole of the prisons of the metropolis?—Yes.

4017. So that any particular case must necessarily meet your view?—Yes.

4018. Are your funds sufficient to carry out your benevolent views, or could you, if more were given to you, extend beneficially your patronage over a great number of females?—I think if the refuges were richer, and more willing to take every case, we should have more ease; but our expenses are merely connected with the refuges, and we have none of our own. I ought perhaps to mention, that there is one class of cases called the respited verdicts, which would be very heavy upon us if they were very numerous, and we are obliged to take them occasionally.

4019. *Chairman.*] What are they?—Children upon whom the judges do not pass sentence; they are called respited verdicts. The verdicts are respited, on condition that they go into an asylum; and they have been sent to the Patronage Society from Newgate. Lately, they have not been sent so often; they are a great expense and a great responsibility; we have no power of locking them up; but still we occasionally have had them.

4020. Mr. *Miles.*] Respited sentences are only in cases of young children?—Not more than 16 or 17 years of age, if so much.

4021. Do you know whether respited sentences have increased very much?—We have not had them lately.

4022. *Chairman.*] In what kind of cases are the sentences respited?—Thefts, I think. I could tell, by reference to our register, what they have been.

4023. There have been a number of cases of that kind?—Not very many; I do not know exactly how many; they are first offences, I believe.

4024. Mr. *Miles.*] When these sentences are deferred, is an intimation given to you of the time that young persons should be detained under your superintendence?—Not the least.

4025. That depends entirely upon yourselves?—Entirely.

Walter Berwick, Esq., called in; and Examined.

W. Berwick, Esq.

4026. *Chairman.*] YOU are one of Her Majesty's Counsel in Ireland?—Yes.

4026. And you are assistant barrister for the East Riding of the county of Cork?—Yes.

4027. You have a very extensive criminal jurisdiction?—Very large indeed; I think it is the largest in Ireland. I was 11 years, before I came to the county of Cork, assistant barrister of the county of Waterford, which was smaller than the county of Cork in population; but the extent of the East Riding of the county of Cork in population is greater than any other county in Ireland. The area is not quite so great as that of four other counties, but the population is greater than that of any other county in Ireland.

4029. What is the number of prisoners you try in a year?—I have a return which shows that since I commenced in the East Riding of the county of Cork, which was in December 1847, I have tried 11,560 prisoners.

4030. A great number of children?—I should say, at a rough guess, about one-third; or perhaps a little more. The jurisdiction of the quarter sessions in Ireland is much more extensive in the description of cases for trial than it is in England. I think I can say that almost all cases, except homicides and very atrocious cases, are sent to the quarter sessions in the county of Cork.

4031. Lord Lyndhurst's Act, limiting the jurisdiction of quarter sessions, does not apply to Ireland?—It does not.

4032. What opinion have you formed as to the increase or diminution of juvenile offences in Ireland?—Since what we call the "Famine years" in Ireland, it has increased to an enormous extent. I have got a return from the city and county of Cork Gaol, of the number of criminals in five years, beginning with 1840 down to 1844, which were the five years before the "Famine years," and I have taken the last five years in the county of Cork also.

4033. Will you inform the Committee how you define a juvenile criminal?—Up to the age of 16 years. The number of juveniles committed to the county of Cork gaol, in 1840, was 404; in 1841, 319; in 1842, 392; in 1843, 432; and in 1844, 507. That is for the whole of the county of Cork, which had a population at that time very much above 700,000. I have also in this return the number of vagrants committed for vagrancies, and the number committed for workhonse offences. In the year 1840, there were eight committed for vagrancies; in 1841, there were four; in 1842, there was one; in 1843, there were six; in 1844, there were three. There were committed for workhouse offences, in 1840 and 1841, none; in 1842, there were 53; in 1843, there were 37; and in 1844, there were 50. The last column of this return shows the number of re-committals. 507 is the utmost number of juveniles committed, and the number of re-committals in 1840 was 53; in 1841, 53; in 1842, 59; in 1843, 82; in 1844, 76. That is upon a population which I have already stated was upwards of 700,000; and it is for the whole county. I will now draw your attention to the last five years. In the year 1848, the number of juvenile offenders committed, of 16 years of age and under, was 1831; in 1849, 1,411; in 1850, 1,153; in 1851, 1,152; 1852, 1,172. In 1848, the re-committals were 631; in 1849, the re-committals were 398; in 1850, the re-committals were 360; in 1851, they were 410; and in 1852, they were 514. These last three years are remarkable in respect of re-committals; for certainly both the amount of population and the number of offences have diminished; but it will be observed that, except for the year 1848, re-committals have gone on gradually increasing in those three last years from 360, which was the number in 1850, to 514, which was the number in 1852. For the last five years I have also obtained a return, which will show an alarming increase of committals by reason of the number of vagrants committed, and the number of workhouse offences. In the first five years which were all before the passing of the Act for punishment of beggars and vagrants, the utmost amount in any one year, of vagrants amongst juveniles, was eight; and the number of workhouse offences, in the first two years, was none, and in none greater than 53. In 1848, the number committed for vagrancies was 697; in 1849, 537; in 1850, 367; in 1851, 694; and in 1852, 737. It is remarkable, that in 1848, which was clearly the worst year of those I refer to, in the total number of offences, the number of vagrants was only 697; and in the last year, in which the total number of offences is diminished very much, taking them in the aggregate, the number of vagrants was 737. For workhouse offences, in those five years, the number of committals were as follows: in 1848, 395; in 1849, 811; in 1850, 428; in 1851, 191; and in 1852 241. I am therefore satisfied, independent of my own experience, that juvenile crime has increased to a very alarming extent in the county; and it has increased, as it appears to me, very much from the defects which exist in the law with respect to vagrancy in poor-houses, and in the management of poor-houses themselves.

4034. In your statement of the numbers, have you excluded the city of Cork and given all the rest of the county?—Entirely; the returns I have taken the liberty of referring to, are from the county of Cork Gaol, which has nothing to do with the city of Cork Gaol.

4035. The returns of the prisoners, and the population which you have hitherto given, refer to the county of Cork, exclusive of the city?—Yes; in the city of Cork, in the year 1840, the number of juveniles committed was 170; in 1841, there were 119; in 1842, there were 54; in 1843, there were 37; in 1844, there

there were 85; and in 1845, there were 84. Of those for workhouse offences, there were in 1840, 21; in 1841, there was 1; in 1845, there were 4; and in the intervening three years there were none. For vagrancy, there was not one in any of those five years. The number of re-committals in 1840, was 63; in 1841, there were 53; in 1842, there were 20; in 1843, there were 7; in 1844, there were 35; and in 1845, there were 41. I have got returns for the last three years for the city of Cork. In 1850, the total was 585; in 1851, 1010; and in 1852, 629. Of those, the number committed for actual crime in 1850 was 159, and 426 were committed for begging. In 1851, the number committed for actual crime was 215, and for begging, 795; in 1852, the number committed for actual crime was 231, and for begging, 398. The number of re-committals for actual criminal offences in 1850, was 76; in 1851 there were 164; and in 1852 there were 143. The re-committals for begging in 1850, were 267; in 1851, 498; and in 1852, 467. I have taken the liberty of calling your attention to those two description of offences, for which there appear to be so great a number of committals and re-committals; that is, for begging and workhouse offences, as forming a considerable portion, in some cases the majority, of the total number of committals of juveniles for those years.

4036. Have you formed an opinion as to how far the present system of correction of juvenile offenders in Ireland is calculated to reform or otherwise?—I can hardly say, after a great deal of inquiry of the governors of the gaols (and I am in the habit constantly of attending myself at the gaols, and examining into the cases), that there is any reformation at all. I do not think I could mention, from my own knowledge and inquiry, 10 instances in which I could with certainty state that there was reformation. I have got a return on a particular day, at which I made the inquiry myself. I did not get it for this particular occasion, but it is one that seems to be very applicable; it is a return of the number of children committed on one day; there were 58 under 15 years of age committed to the city of Cork gaol for begging; there were six who had been committed six times, seven seven times, one 11 times, another 12 times, one 14 times, for begging, and so on. A great number of these were orphans. I will read a letter which accompanied it.

4037. What letter is that?—A letter of the governor of the city of Cork gaol, at the time I wrote to him for this return, dated 27th November 1850.

4038. What is the nature and substance of the letter?—It refers to the effect produced by the committal to gaol of these children for begging. "At your request, I beg to send you the foregoing list of 58 persons in gaol this day, all under the age of 15 years, and some at the tender age of six years, committed for begging in the streets. I much fear, from the frequent committal of many of these unfortunate persons, and from the construction of the prison, which does not properly admit of that classification and separation from others charged with more serious offences, that some of them may, when grown up, become dangerous to society. You are aware, as a member of the Board of Superintendence, that everything is done to prevent their mixing with the other classes of prisoners, and that the dietary does not hold out any inducement to return to gaol. You will perceive by the list, that very few of them belong to the city, and most of them are parentless or friendless."

4039. What are the principal causes, so far as you can judge, of juvenile delinquency in Ireland which are within the reach of legislation?—They appear to me, independent of that which has been produced by destitution, over which of course we cannot have so much control, to be, first, the system of committal for vagrancy or begging. The vagrant law in Ireland was introduced within the last few years as a portion of the general workhouse system, and that law enables magistrates to commit persons who are found begging in any locality. Connected with the workhouse system, to say the least, that was a very dangerous authority, because it gave to those who were themselves guardians of the poorhouses, and were living in the union, and would if these children, or persons who were found begging, had been committed to the workhouses, have been themselves liable to the support of them, the power of sending persons to gaol, which, as the expense of the gaol is spread over the whole of the county, would diminish the expense in a particular locality very much; and the return to which I have called your attention will show that that power has been exercised to a very alarming extent indeed; and, in fact, as far as my judgment goes, and as far as my examination and inquiry go, it has been carried to a most unjustifiable length.

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4040. What improvement in our legislation would you recommend with a view of meeting that evil?—I would certainly not allow the committal of a single child to gaol for mere begging. It appears to me to be an act of the greatest injustice to send an unfortunate child to gaol, even if a parent is criminal in bringing it to beg, particularly in the present state of the county of Cork Gaol, and I believe of most other gaols in Ireland, where it is wholly impossible that there can be classification. I will just state to the Committee an instance which occurred within a very short time, and which I can state as being one of a very large class of cases that have occurred within my own knowledge. I was in the county of Cork Gaol at the end of January before I started for Dublin; I went to examine the state of the gaol, and I saw one of the most interesting little children that I ever beheld in my life, a very young boy, in the ward with other juvenile offenders; there is no classification, and there cannot be in the present state of the gaol, in consequence of the immense number in gaol; I saw a boy who was so interesting in his appearance, that he gave me the idea that it was impossible to suppose that he could have been engaged in crime; I commenced inquiring of him as to what brought him into gaol, and as to his circumstances. It turned out that his father had come to England for the purpose of getting employment, that he had got employment at Hammersmith, and that he had sent over a little money to his wife in order to bring her and her children over to him. They left Fermoy, where they were living, and they came to Queenstown, at Cork, for the purpose of embarking for England, but the mother laid out a little more of the money which had been sent to her than she ought to have done in purchasing clothes, and she was unable to make up a sufficient sum to embark for England without asking for relief. I believe she asked some person in the street to assist her in making up the money, and the mother, the boy, and two female children were taken up and sent to gaol for a month for begging. As it was late in the evening, I was not able to see the mother and the two girls; they were in the female ward; but I caused immediate inquiry to be made, and I ascertained, both from the governor of the gaol and from the gentleman whom I sent there for the purpose of examining, that the two girls were just as interesting children as the boy whom I had examined, and that the mother appeared to be a most decent, respectable woman. Now that boy was, for a month, in immediate connexion with some of the most abandoned juvenile characters belonging to the county of Cork, and persons who are most professed thieves. A good deal of the month had expired at the time I saw him, and therefore it was not worth while to apply to the Government, which otherwise I would have done, to have the sentence commuted; but I obtained some money for them, and I had them sent off to England. The governor of the gaol went down with them to the vessel, and he said that it gave him more delight than anything which had occurred for a long time, to see the happiness of the family, when the mother, with her boy and the other children, were all put on board with comfortable clothing, and sent to England. I have stated this case from my own knowledge, as an instance which illustrates many cases which have occurred within the last five years, of the effect of giving to those who have, to a certain extent at least, an interest in relieving the poorhouses from the necessity of giving relief to those persons, the power of sending them to gaol for begging.

4041. And you suggest, with regard to that, the alteration you have mentioned?—Leaving the law as it is with respect to the parents, if they are really professional beggars, I would certainly suggest that every child should be sent to a poorhouse, and not to a gaol. I think it is a most unjust proceeding, considering the number (500 or 600 in year) who are sent in this way to gaol.

4042. That is one of the two great causes of juvenile delinquency which you have just mentioned?—Yes.

4043. Will you mention the second?—The second is the present system in the gaol itself. There are some gaols in Ireland in which classification is carried on to a considerable extent, but it is impossible to have classification in the county of Cork Gaol. When I tell the Committee that the distance of one part of the county of Cork from the county gaol is upwards of 100 miles, and that in the other direction it is 30 miles, it will show the immense area, population, and extent of the county; and there is but one county gaol. For three years continuously I have brought that particular defect in the county before the Government, and before the magistrates of the county. Between three and four years ago, Lord Clarendon (who was then Lord Lieutenant of Ireland), upon my

my representation, made an order for having four district bridewells in the county of Cork; but the present state of the law is, that no district bridewell can be founded without a grant by the cesspayers and magistrates of the county; in fact, without levying it off the county for the purpose of building or improvement.

4044. Do they rate themselves?—Yes.

4045. And without that vote, in the first instance, the thing cannot be effected?—Without that vote the thing cannot be effected. On four different occasions I brought it before the cesspayers and magistrates of the county.

4046. How is that done?—In the first place, every presentment in Ireland is made at a special sessions; and if it passes the special sessions, it goes before the grand jury. Every presentment in Ireland must first pass a special sessions, where a number of cesspayers and magistrates assemble to consider each presentment; and no presentment can come before or be passed by the grand jury until it has passed through that ordeal. I brought the case three times before the cesspayers and the magistrates; and perhaps it would not be uninteresting to refer the Committee to a letter, in which I gathered together, in as short a compass as I could, all the facts which induced me to think that the system was most injurious to the morals and well-being of the county, and pointed out the necessity that existed for district bridewells. I was successful once in carrying it before the special sessions; it was thrown out on a point of form afterwards by the grand jury; and at each of the two next presentment sessions, when it was brought before the magistrates and cesspayers, it was thrown out by a small majority; but on the last occasion, by such a majority as satisfied me that it was hopeless to expect to carry it at present; and for this reason, that although the great proportion of the magistrates of the East Riding were in its favour, and I do not think there was more than one who did not give me all the assistance they could, yet some of the magistrates of the West Riding, which is the far part of the county of Cork from the county gaol, and many of the cesspayers, were violent against it, and they appeared to act upon the principle that it was much more convenient to send prisoners to the county gaol, at the distances which I have stated, where it would be wholly impossible to expect that after they were discharged from gaol they could ever return to the same district again. The Committee perhaps will permit me just to read a portion of this letter, which was certainly approved of by the magistrates of my own riding, and states the grounds on which I suggested that improvement, and facts which show what a horrible system is going on at present in the county.

4047. When did you write that letter?—It is dated the 18th January 1851. I will not read the whole of it, but I will call attention to those parts which seem to be most striking. "First. It should be borne in mind, that the county of Cork is by far the largest in area, and the greatest in population, of all the counties in Ireland. Its magnitude and importance will be best appreciated when I state, that it considerably exceeds the united size and population of six other counties of Ireland, each of which has a separate county gaol, and a complete gaol establishment. The population of the East Riding alone, exclusive of the city of Cork, exceeds that of the whole county of Tipperary by nearly 25,000 inhabitants. Secondly. The superficial extent of the county is so immense, that large districts are situate on all sides at great distances from the county gaol, these distances varying from 110 miles on the west to 30 miles on the east. It is manifest that the transmission of prisoners from all parts of such a county to the one county gaol, now absolutely necessary in every instance, must of itself entail a vast useless expense on the county, and a needless and therefore unjustifiable amount of suffering on individuals. Thirdly. By law no prisoner can be confined in any of the present bridewells of the county, either to await his trial or for punishment after conviction, no matter how distant his abode or how trifling his offence. Except for the purpose of preliminary examination before committal, all must now be transmitted to the one county gaol."

4048. You suggest that, with a view of removing this cause of the growth of juvenile delinquency in Ireland, there should be the alteration in the gaol laws which you have pointed out?—My own impression, in conformity with the evidence which has been already taken before the Committee, is, that it would be better to have what are called penal schools, instead of gaols, or what may be called schools of detention for juveniles; at least for small offences. I am quite sure that it would be also necessary for general purposes, including juveniles,

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to have some additional power of government, to give a greater extent of gaol accommodation in the large counties in Ireland.

4049. Will you inform the Committee what suggestions you think may be made with advantage upon the subject of reformatory institutions?—I should certainly wish that there should be something in the nature of a penal school for what are called the smaller or first offences of children. One thing which appears to me to be most objectionable in sending a child to gaol, particularly for begging, or for a small offence, is, that once a child passes the threshold of a gaol, a change certainly takes place in its own feelings and in the feelings of the public towards him. I am quite sure that there is not one of the immense class of children who have been committed to gaol for begging who has not left the gaol very much worse than he entered it; and perhaps the moment he entered the gaol he became a different being. The feeling of dread of what a gaol is has ceased very much after he has been admitted; and the teaching of a gaol is most injurious. It is impossible for a child, in the county of which I speak, in which the greatest possible attention is bestowed that can be given with the present state of classification, to avoid coming out very much worse.

4050. At present you, as a criminal judge, are bound to send a child to gaol, or to discharge him altogether?—There is a third course which I can take, with the permission of the magistrates, as often as it is possible without injury to the public, that is, to suspend the sentence over the child. Sometimes we order a child to be whipped and confined for a day or two in the local bridewell, just to give the idea that crime must meet with some punishment; and sometimes, when a child plainly appears not to be hardened in delinquency, we suspend the sentence by taking security for his coming to abide the sentence of the court when called upon, and we give him up to his parents or to some friend who will answer for him. I should be glad if there was something in the nature of a school for children of that description, in order that we need never send them to what is called a gaol, but that we might send them to an institution where they would be taught and reformed. I have frequently tried children for very serious offences, who were so small, that the turnkey in the dock has been obliged to hold them up, in order that I might see them; and in no case of that kind have I not found that the child was brought to that state of crime by committal for a month for begging to the society of experienced juvenile offenders among whom he was placed. I tried one child last October for two distinct cases of housebreaking; I was obliged to have the child lifted up that I might see him; of course I investigated the case very narrowly, to discover in what way he had been trained so precociously to vice; and it turned out that he had been taken up in the far part of the West Riding of the county of Cork for begging, and sent for a month to gaol, and that after the month he had come out an experienced housebreaker.

4051. What was the age of that child?—Not 14; he was described as 12 years of age; I am inclined to think he was a little more.

4052. The criminal law in Ireland as regards children is just the same as in England?—I should say there is not any distinction.

4053. Is there anything in the nature of reformatory institutions at present in Ireland?—Not one that I know of. For cases of transportation there is a very excellent prison in Dublin, the Mountjoy Prison; but it is only for parties who are sentenced to transportation.

4054. Mr. *Miles.*] Is that of a similar description to Parkhurst?—From the knowledge I have obtained of Parkhurst, from reading the Report of the Evidence which has been given before this Committee, I think it is very similar. It is one in which the separate system is exclusively adopted.

4055. Mr. *Adderley.*] And only for boys?—It is in that respect different. It is for criminals of all ages.

4056. *Chairman.*] You are of opinion that some provision of this kind ought to be made by law?—I certainly think so; and I am quite sure that if there were in the county of Cork what has been described as a penal school, where we could have the power of giving very long sentences, and where education and industrial education would be combined with punishment, in five years the amount of juvenile crime would be diminished by one-half.

4057. Where a child might be detained, rather than imprisoned?—Yes; and enter it without the idea on its mind that it was entering a gaol, and come out

of

of it without the idea in the mind of the public that it was anything but a child who had been punished for having transgressed; but, in a case of that kind, I should certainly wish that we should have the power not merely of giving months, but years if necessary, in the way of imprisonment.

4058. In your opinion, would that be an essential part of the system?—I should say so; except perhaps in cases in which boys are whipped and turned out, or kept for a few days, I have never found a case of short imprisonment in which the least good has been done. I mean a short imprisonment in gaol, in the manner in which the gaol that I spoke of is obliged to be kept; that is, confined with very hardened and very experienced criminals. Sometimes in what is called the house of correction, a number of boys are placed; but generally they are placed in two rooms; very large wooden buildings connected with the gaol, in one of which untried prisoners, and in the other convicted prisoners, are kept. I am not at all sure that where the unconvicted ones are kept there is not just as bad training as in the other room; but the instant a child is sentenced to imprisonment for begging he is put into one or other of those rooms; and in either of them he is learning a great deal of vice, because the bad are generally the cleverest, and the description of persons who will produce an effect upon the mind of a young and clever boy; they are learning at once everything that is bad for the future.

4059. Mr. *Miles.*] What is the daily average of juveniles confined in each room?—My impression is, that the total number I found in the two rooms was 140; I speak now of persons under 16 years of age.

4060. *Chairman.*] Besides the legislative alterations which you have mentioned as likely to bear particularly on the question of the amount of juvenile delinquency, are there any others you wish to suggest?—I think it is absolutely necessary to give to the guardians the power of keeping in the workhouse juveniles who are either placed there, or come there.

4061. A power of detention?—Yes. At present, if a child is in the workhouse without a parent, he has the power of asking for his discharge whenever he pleases. There is a little stretch of power used in keeping in the very young; but I know that boys of 13 and 14 years of age are constantly in the habit of asking for their discharge, and sometimes five or six together, who it is plain have done so for the purpose of committing crime; arranging it in the workhouse; getting their discharge for a short time, and committing crime; and when they are likely to be detected, returning again.

4062. What alteration in the law would you suggest for the purpose of meeting that evil?—I should give the power, and I doubt whether I should not make it the duty of those who are engaged in the administration of the law at workhouses, when once a child becomes an inmate, to detain him in the workhouse at useful employment and industrial occupation until he shows that he has some means of obtaining an honest livelihood. I know that the guardians whom I have had the opportunity of consulting on the subject have complained of that want in the workhouse system as prejudicial to its success.

4063. You are not understood to say that you would supersede the discretion of the parent in this respect, but that, if there were a parent, you would give the parent the authority he has at present?—I would not leave it with the parent.

4064. Will you explain yourself a little?—When once a child became an inmate, I should give a discretion, at least, to the guardians, of detaining that child until either the parent or a friend, or the child himself, could show some ostensible honest means of livelihood for that child.

4065. Although the parent might be there with the child, and wished to take the child out with him, you would still give the guardians the power of detaining the child, unless they were satisfied that there were some means by which the child could live honestly?—I would, because it appears to me that when once a child is either placed there by the direct permission of the parents, or brought there by the negligence of the parents in not attending to it, the child is placed by the parent under the guardianship of the workhouse authorities, and that there ought to be the power of keeping the child so placed there until there were some means shown for its reformation, particularly if the alteration in the law that I suggest were made; that is, that instead of a child being sent to gaol, as at present, at once for begging, he should be sent to a workhouse. My impres-

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sion is, that every child who is taken up for begging or vagrancy should be sent to a workhouse, and not to a gaol.

4066. You mean that the child should be sent to a workhouse, and that when there he should be under this power of detention?—Yes; I have spoken to a great number of guardians in different parts of Ireland, who have considered the subject a good deal, and they all agree with me that a very prolific source of juvenile crime is the power which children have, particularly at certain seasons of the year, of going out and committing an offence, knowing that they have the workhouse again to resort to when they become either unable to get the means of livelihood by stealing, or when they think they are about to be detected.

4067. Mr. *Fitzroy.*] Then in point of fact, your proposition is to substitute for a limited imprisonment in gaol unlimited imprisonment in a workhouse?—Unlimited up to a certain age, with this limitation, that of course when there were fair means of honest livelihood shown, the imprisonment should cease; and I am quite sure, from what I know of the guardians, that that power would not be abused, because there is rather a tendency in the guardians to get rid of children, and certainly they would not detain a child longer than they saw some reason for it.

4068. *Chairman.*] Up to what age would you give that power?—I should be very much inclined to say up to 18, and certainly up to 16 years of age.

4069. You would do that in the case of a parent?—Yes.

4070. The case would be *à fortiori* where there was no parent?—Yes.

4071. Where there was no parent you would not give the child the power of discharging himself?—Certainly not; a very large number of the children in workhouses are orphans. In addition, I would make a very great change in the system of education in workhouses. Everybody who is external to the workhouse with whom I have spoken agrees with me, that the workhouse system, as conducted at present in the education of the children, is very defective. Beyond all doubt, there is a dislike to take as servants children who have been in a workhouse; and certainly to children from the female department of a workhouse, there is more repugnance than with regard to males. It is hardly possible to get taken as a servant any girl who has been for some years in a workhouse.

4072. Is there any legislation which you suggest to make an improvement in this respect?—I would give a power to the Commissioners to insist upon the appointment of proper masters, and to give them proper salaries. I examined the union workhouse of Cork, which is a very extensive one, a few days before I left Ireland. I found the system of education most frightfully defective. The guardians had been fighting among themselves, for a considerable time, whether they should have a schoolmaster or not. They thought they could get one for 20 *l.* a year; they advertised for a considerable time, and I believe they got one to undertake this immense task at 20 *l.* a year; but as far as I could discover, from an examination of the children, their state of education was very defective indeed.

4073. In what union?—Cork.

4074. The Poor Law Commissioners in Ireland have not the power of ordering peremptorily the appointment of a schoolmaster?—I think they have the power of ordering his appointment, but they have not the power, or do not exercise it, of fixing a salary; and in that way the order is almost useless.

4075. Are there any other suggestions bearing on this question with which you wish to favour the Committee?—I would suggest also that there should be a greater power given to the Commissioners to put in force a law which has been for some time in existence in Ireland, but I believe is a dead letter, with respect to district schools for children; they are called industrial agricultural schools.

4076. There is a law for that?—Yes.

4077. Mr. *Adderley.*] What is the law?—11 & 12 Vict. c. 25.

4078. *Chairman.*] Under that Act there is a power of ordering the formation of district schools?—There is a power of combining different poor-law unions into school districts, for the management of certain classes of infant poor.

4079. The Commissioners have that power?—The Commissioners have the power of doing that.

4080. Have they any further power?—I do not think they have the power of ordering the expense of it; at least I believe I can say that it has never yet been exercised in any district.

4081. They have the power of forming unions into a district, but they have

no power afterwards of compelling the guardians to be at any expense for the purpose of erecting schools?—I believe it is the same, in that respect, as what I took the liberty of calling to the attention of the Committee, with respect to gaols. The Lord Lieutenant has the power of ordering a new gaol to be erected, but he has not the power of ordering the money to be given for the purposes. Having examined one small agricultural school connected with one union in Ireland, I am quite sure that it would result in very great advantage; I mean the one at Galway.

4082. Is that a district school?—It is not a district school; it is an agricultural school connected with that particular union; it is within two miles, I think, of Galway; but it was conducted when I saw it extremely well, and appeared to have produced very great effects upon the children; and I was sorry to hear, when I was last there, that they were about to abandon it, in consequence of not having funds for the purpose of supporting it.

4083. Is there any one district school which has been formed in Ireland under the provisions of that Act?—I believe not one. I should add to schools of that kind a power of applying the produce of the earnings of the children to form a fund, either for rewarding them, or enabling them, after their discharge, to emigrate, or get into situations and provide for themselves. The two or three instances in which I have known something of that kind done have been very useful. Having taken the liberty of suggesting the propriety of putting a stop to the law as to committing children to gaol for begging, I think it is necessary to add, that in the five or six largest towns of Ireland there should be a school built by Government, for the purpose of providing for orphans and children who are necessarily driven from the rural and agricultural districts into those towns. It would be very hard upon a union to be obliged to support an immense body of orphans and children who have congregated, particularly during the last few years, into that small circumference. One of the real reasons why the Cork workhouse is so defective in its management, and why there has been so great a disinclination to go to any increased expense, is the very sore feeling that the guardians and the cess-payers of that particular union have, in consequence of the immense bodies who have congregated in the neighbourhood, both from the evictions that have taken place in different parts of the country, and from the immense body of children who have been sent in for begging, and who have been discharged from gaol in the locality, and are never able to return to the locality they have come from; and this increase of vagrancy, and in the number of children who would be placed in the one workhouse, would be an alarming increase, and a very unfair increase to put on the cess-payers of that particular locality. Therefore I say, that for the five or six large towns in Ireland, I should suggest that the Government should erect schools, in connexion with the workhouses perhaps, but for the general district, not including that particular union, but for the general county purposes, for the maintenance and education of orphans and children who are taken up for begging.

4084. Mr. *Adderley*.] You propose that the Government should not only build those schools, but maintain them from year to year?—I should say that one of the things that I should wish to avoid is, to throw on that particular union the support of it. Perhaps the fairest thing would be, that the Government having built the schools, the different unions in the county from which these children come should, as far as possible, be made to pay their proportion of the support of those orphans.

4085. *Chairman*.] There is one subject upon which the Committee wish to have your opinion as a lawyer; namely, the practicability of enforcing the system of parental responsibility; it has been suggested by witnesses that it might be practicable and desirable to make parents enter into a security of some kind for the good behaviour of their children; what occurs to you on that subject?—It would be practicable; but in the present state of destitution of the class from which these children come generally in Ireland, it would be very fruitless. I have given as much attention as possible, not exactly to that subject, but to try to make out in every case of juvenile criminals that have come before me, the possibility of getting back the children either to the parents or friends, rather than transmit them to gaol for a lengthened imprisonment, in order to discover what are their circumstances; and I can hardly say, that in five out of 50, or in five out 100 cases, I have found that either the parents or friends were in that state, that I could take that discretion upon myself. It would be perfectly practicable,

because there might be a power given to enforce from the parent a portion of the support through the medium of the Civil Bill Court, which is similar to the county court in this country, and making them pay a proportion of the cost of the maintenance of the child if they were able; but my own impression is, that in the south and west of Ireland it would be almost a dead letter.

4086. Mr. *Adderley.*] From the poverty of the parents?—Yes; at the same time, it might be useful to give that power, because of course there are some instances, but in my opinion very few instances, in which the parents are able to support them.

4087. *Chairman.*] Leaving a discretion to the judge to be exercised on a view of all the circumstances of the case?—Yes; there might be a power given to the judge to give up a child to the parent on the parent entering into an undertaking; and that undertaking might be enforced, provided that the judge or the magistrate found that the parent was able to enter into a security of the kind.

4088. Mr. *J. Ball.*] With reference to an answer which you have just given, in the case of the parents of children committing first offences who had entered into securities for the good behaviour of the children, would you make it discretionary to the court of petty sessions, or would you bring the case before the quarter sessions, to forfeit the recognizances of the parent?—I should certainly leave it to the court before which the original transaction took place.

4089. Would you vest that power in the petty sessions court, as well as the court of quarter sessions?—I should; because it would be necessary for them to come to the quarter sessions, or to the assistant barrister, to enforce it. I would let them enforce it, in the same way that recognizances are now enforced, by being transmitted from the petty sessions to the quarter sessions. If a recognizance is forfeited at the petty sessions court, it is transmitted to the quarter sessions court.

4000. You have stated that there has been a great increase of crime in the county and city of Cork; is not a very large part of that increase attributable to the fact, that the law with reference to vagrancy and begging is both more stringent and more strictly enforced now than it used to be?—Yes; I should say that it is.

4091. At the same time, you are of opinion that indirectly the enforcing of that law has had the effect of developing a class of young criminals, who otherwise would not have existed at all?—Yes.

4092. And you apply the same observation to young persons who are sent by the guardians before the magistrates, and who are committed by the magistrates to gaol in consequence of trifling offences in a workhouse?—You have called my attention to what I intended to take the liberty of suggesting, with regard to workhouse offences; I should be inclined to vest in the authorities of the workhouses a greater power of punishing for some of the workhouse offences than they have at present. They have very limited authority indeed; and, therefore, offenders are generally sent off to gaol for workhouse offences to a very alarming extent. I know that all the authorities in the workhouses are very anxious to have a limited power, but still an increased power to what they have at present, to punish for small offences.

4093. Have not the Poor Law Commissioners the power of extending their regulations, in reference to the punishment of workhouse offences?—I do not know that; perhaps it is so.

4094. Then legislation on that point does not appear to be necessary?—If they have the power, it is perfectly plain that it is not necessary. The impression in the workhouses is, that with the exception of limiting the amount of milk given to them in the day, they have no power, except in some few instances, of putting them into separate confinement for 12 or 24 hours; they have no power of punishing; and the power of transmitting for small offences in workhouses is very largely exercised by sending them to gaol. There are hundreds in a year committed for workhouse offences. My impression is, that when they pass the gaol door, a change at once of a very decided nature takes place in the persons who are so sent.

4095. In a previous answer you recommended the establishment of penal or reformatory schools; does it appear to you that the class of young persons who are now committed from the workhouses for offences must be considered to be very proper subjects for penal schools?—Some might.

4096. Therefore would it not be more advantageous to enable the guardians, either

either with or without going before the magistrates, to send children to a penal or reformatory school?—I should say certainly not; because my impression is, that all the children would be sent forthwith to the penal school.

4097. Have you considered whether, if penal and reformatory schools were established, it would not be desirable to make the chargeability to the maintenance of all persons admitted to such schools, exactly the same as it would be if they were in the workhouses?—It would create a great deal of difficulty to ascertain, first of all, the locality from which they came; and, in the next place, there would be constant fighting among the guardians whether they would send from the workhouses children belonging to certain districts to a penal school, which would perhaps be more expensive. My impression is, that it would be a more expensive thing to support those district schools.

4098. Would not the cost of dietary, and the maintenance of children in penal schools, be pretty much on the same scale as the cost of children of the same age relieved in a workhouse; so that the charge for mere maintenance would be pretty much the same in the one establishment as in the other?—I should be inclined to leave that in every case to the court in which the particular offence ought to be tried; because even in the minds of the children themselves it would not, I think, be considered satisfactory to be punished by the master or the officer of the workhouse itself.

4099. Would you leave a discretion to the magistrates to send children to the penal school?—Yes.

4100. Having sent them there, do not you think it would be desirable that the guardians, and other persons legally interested, should know that it made no difference in respect to the legal chargeability, whether they were in the one institution or the other?—Most decidedly.

4101. Do not you think that the same principle might be extended to children committed to gaols for slight offences, if not to other classes, and that the cost of their maintenance should be charged to the same district to which it would have been chargeable if they had not been in a workhouse?—I should say, that every one sent directly by the judge who tried the case to the penal school instead of to the gaol, should never be considered a criminal; I mean in the feeling that is created in their own mind, and in the mind of the public; and that they should always be treated as children who had committed some offence, but still not subjected to the punishment which is attached to actual crime; and I should say, that the chargeability of those who were sent directly from the court in which they were tried to the penal school instead of to gaol, should, as is suggested, be the same as if they were sent to the workhouses.

4102. With reference to the establishment of penal or reformatory schools, have you considered whether it would be desirable that such institutions should be established, in the first instance, altogether at the cost and under the management of the Government, or whether voluntary effort should be recognised, and that, under certain conditions of inspection and preliminary approbation, assistance should be given from public funds to institutions which might be set up by private individuals?—I am almost prepared to say at once, that it would be a perfect failure in Ireland, if voluntary aid were at all relied upon for an establishment of the kind.

4103. Have you, within your experience in the county and city of Cork, found a disposition on the part of any private individuals to undertake the business of reforming criminals?—Before I brought the subject of district bridewells before the magistrates, I took every pains to get some good people to join me in the attempt to educate the children in gaols, and I found it a total failure.

4104. In point of fact, are any voluntary efforts now made with that object?—Some of the Sisters of Mercy, I believe somewhat at my suggestion, commenced attending, and do attend at the gaol twice a week; and a few of a society which is called the Christian Brothers go twice a week; but both of them go for the mere purpose of religious education, and I do not think we could expect to get any number. There is a gentleman and a lady who have also undertaken attendance upon them; and with those two exceptions, and the exceptions I have before mentioned of the Sisters of Mercy and the Christian Brothers, I could not get a single human being to join me.

4105. The Sisters of Mercy and the Christian Brothers are of the Roman-catholic religion?—Yes.

4106. The Christian Brothers are laymen?—Yes.

4107. Have they made any attempt to establish a special institution for the reformation of young persons?—Not of young persons coming from gaol; there is no institution for criminals.

4108. Are you aware that they have any fund which is available for the purpose?—No; except what they have collected themselves by voluntary subscription.

4109. If such a body were to attempt it, do you think that it would on the whole, under the existing circumstances of Ireland, be desirable that the law should empower a certain amount of assistance to be given, with inspection and control over the management of the institution?—That is a very difficult question, because the question of Catholic and Protestant enters so much into it; there would be a great dislike on the part of some Protestants to allow the interference of Catholics, and on the part of the Catholics to allow the interference of Protestants; and a great difficulty would arise from that circumstance, which does not exist in this country.

4110. You are quite clear that, in the existing circumstances of Ireland, it would be necessary that such institutions should be separate, and that to one institution children of one denomination should be sent, and that to another children of another denomination should be sent?—In religious education they could only be managed separately.

4111. No sort of joint management is possible?—Not in religious training.

4112. You are not prepared to state whether it would be desirable to attempt anything of the kind, or to assist such efforts, if they were made?—I do not think they will be made.

4113. Then you look to the Government undertaking, in the first instance, the establishment and direction and control of such penal schools?—I do not think they could be conducted in any other way. I wish to explain, that in the city and county of Cork a great number of schools are under the superintendence of these Catholic bodies, and I found a system of education which was to me quite gratifying going on, but none of them take in criminals.

4114. They have been successful?—Yes; there were facts made known to me which excited my admiration and astonishment with regard to their number and their success; from 800 to 1,200 children were in some schools, educated, of course in the Roman-catholic religion, but educated also in useful employment and useful education, which quite astonished me. The last one I was at was the Convent of Black Rock; there were, I think, 300 children in the school, and I was told that last year they made, by work alone, 1,400 *l.* I think I made out that there were schools in which there were upwards of 3,000 children, within a few miles of Cork. In all cases in which I went to visit any of these schools, I asked whether they would admit children who had been once in gaol, and they all refused; they said that the effect which would be produced on the minds of the children among whom they were introduced, no matter how humble or low they were, would be very injurious. In one case there were three children, and in another case there were two children, who had been in gaol, but the fact was not known at the time they were introduced; they conducted themselves so well, that it was not thought desirable to remove them; but all these bodies refused point blank, not from any disinclination to do it, but from a fear of the result; and I examined them particularly upon their notion with respect to the feeling of the humblest and poorest persons who come within their knowledge, and they all thought that it would injure the school very materially if it was known that a single criminal was introduced.

4115. Are these schools altogether for the poorest classes?—Yes.

4116. Is the instruction which is given, to a great extent gratuitous?—In some of them it is necessarily gratuitous, and I believe that in all it is so.

4117. Sir *W. Jolliffe.*] Are they exclusively Roman Catholics?—Yes; in two or three they told me that they would have no objection to taking Protestants, but the religious education is Catholic, and that is tantamount to exclusion of Protestants; at the same time, there were two in which I was told that there had been a few Protestants, and that their religious education was not interfered with.

4118. Mr. *J. Ball.*] In connexion with the great increase of crime in the city of Cork, which you attribute to a great extent to the influx of young persons committed to gaol from the country, does it appear to you that any provision of the

the law is required, by which young persons or offenders in general, whose term of imprisonment had expired, should be sent back to the place from which they came?—Yes, I think it is a matter of great importance. About three or four years ago, when a great increase of criminals took place in the gaol of the county of Cork, who had been sent for very trifling offences, I found that the result almost necessarily was, that all classes, when they were turned out of the prison, were absorbed in the criminality and wretchedness of the city of Cork; those who came from a distance of 50 or 80 miles never being able to return. I then myself established a little fund, for the purpose of enabling the governor of the gaol to send back the poorest who came from the greatest distance; and in a short time the board of superintendence of the gaol came to a resolution to give the governor of the gaol some limited authority, and he has since acted upon it; still it is a very small authority, and I should say that it would be a very important ingredient, in any alteration of the law, to make it imperative upon them, in cases where parties were unable to return to their locality, where the offences were not serious, or the imprisonment not very long, to transmit the parties to the places from which they came, where there are such immense districts as those of which I have spoken. It is punishing parties a great deal more than the mere imprisonment, if they are sent to places where their families and friends cannot know anything about them, at a distance from which it is impossible for them to travel back, and therefore necessarily consigning them to perdition, in fact, in the condition in which they are discharged from gaol.

4119. Sir *W. Jolliffe.*] So that a child who is committed from one of these distant parts of the county as a vagrant, is, upon his discharge, a vagrant from necessity?—Yes.

4120. Does the same thing occur when he is convicted for an offence committed in a workhouse?—Yes.

4121. So that a gaol is made, in point of fact, a sort of school of crime?—Yes, of the very worst kind; I have a letter on that very subject, showing the working of the system of sending criminals from a great distance. It is written by a magistrate of the county and of the city of Cork, and he happened to be a guardian of the Cork Union workhouse. He called my attention to one case out of many which had occurred, of young persons who had been sent from great distances charged with small offences, and who were thrown upon the city of Cork, and necessarily became vagrants. It is the case of a girl who was sent to Cork gaol from Castletown, which is about 100 miles from the city of Cork, charged with the offence of "malicious injury to a turnip field." It turned out, from the investigation of the magistrate, that the malicious injury to the turnip field was, that this girl, being in the workhouse, ate a turnip in the garden of the workhouse. She was sent to Cork gaol, which is a long distance, for one month with hard labour; upon her discharge from the gaol, she was brought before the borough magistrates for begging and glass-breaking; she stated that she did so, in order to obtain food and lodging in the city gaol, as she had no other means of subsistence; she stated that if she was discharged by the magistrate, she would again commit the offence of glass-breaking, for the purpose of getting into the gaol. She was committed for a month. I afterwards ascertained that she had turned out a bad character.

4122. Mr. *Adderley.*] By sending children back to the places from which they were committed, would you not often send these wandering children to places where they would have no more home than they have in the place where the gaol is situate?—No; particularly when they had come from a distant locality; they probably belonged to that locality originally; at the same time I would give the power of transmitting them to the same place or union to which they would be chargeable according to the Poor Law Act; probably that would meet such a case as you have suggested.

4123. Mr. *J. Ball.*] Has it come within your knowledge, that the increase of destitute young people in Cork has been attributed by the local authorities to the number of persons who have been sent from England, who do not properly belong to the city of Cork, but who are sent there in consequence of Cork being one of the ports to which the guardians of unions in England are authorised to send Irish destitute persons?—No, I have not known of any such case.

4124. With reference to the power which you would give the guardians, of detaining children who were sent to the workhouses, and with reference also to the apparent objection which exists to that course, in the fact that it would

enable parents who are disposed to get rid of the charge of their children, to do so at no expense or difficulty to themselves, has your observation led you to believe that there is a very great difference in Ireland between the feelings and conduct of fathers and mothers, and that Irish mothers in general are most reluctant to part with their children under any circumstances whatever, and even under very great inducement to do so?—I think not, except to a very limited extent, if the addition was made which I have suggested; that is, to give the guardians the power of detaining a child. In Ireland, I am satisfied that it would only be for a temporary purpose that a father or mother, and certainly a mother, would desert a child or leave it with the workhouse authorities; but if parents knew that they were placed in the workhouse, and could be kept there until they were able to earn a maintenance for themselves, or had some honest means of livelihood, my impression is, that they would be very reluctant indeed to part with their children. At any rate, I would increase the power which the Poor Law Act already gives, of punishing a father who placed his child in such a position that the child was obliged to be put in a workhouse. At present a father can be punished under the Vagrant Act.

4125. In the year 1847, the Irish Poor Law Extension Act was passed, which for the first time conferred a right to relief on destitute persons?—Yes; and in that year also the law with respect to vagrants was passed. It was enacted, "That every person who shall desert or wilfully neglect his wife, or any child whom he may be liable to maintain, so that such wife or child shall become destitute, and be relieved in or out of the workhouse of any union in Ireland, shall on conviction thereof before any justice of the peace, be committed to the common gaol or house of correction, there to be kept to hard labour for any time not exceeding three calendar months."

4126. Supposing that there should hereafter be established district schools, or schools for a single union, does it appear to you that it would be desirable that the Poor Law Commissioners should at least have the power of requiring the guardians to maintain and keep up such schools when they had been established?—I am quite sure that it would be absolutely necessary to do that.

4127. You are aware that at present the Board of Guardians is a variable body; that there is an annual election; that the individuals are changed; and that at one time persons may be elected who may be favourable to an improved school system, and that at another time economists may be elected who would object to it?—Yes.

4128. You would enable the Poor Law Commissioners to maintain such schools?—From what I have seen, particularly in two or three unions, I am quite sure the different Boards would fight with each other in such a manner that it could never be done properly otherwise.

4129. You have expressed a desire that the Act of 11 & 12 Vict. c. 25, should be made compulsory in Ireland?—Yes.

4130. Would not a heavy expense be thereby entailed in some instances upon very poor districts?—I am quite sure that the result would be so useful to a district in diminishing crime, and the necessary expenses attendant on crime, that the benefit would be very great.

4131. Does it not appear to you, that great difficulty and local dissatisfaction would be encountered in the introduction of that Act, unless assistance were given in building the establishments necessary for the purpose?—I think I suggested that the buildings should be erected by Government; at least I intended do so.

4132. Without assistance from the Government there would be so much local opposition, and so much hardship would be inflicted by the expense, that it would be impossible to carry the Act into effect in the manner which you think desirable?—I should say not in all parts of Ireland; but in some distressed parts of Ireland it would be impossible. Even if a district school were built, as the law stands, there would be perpetually changeable Boards of Guardians; and it would be a totally inefficient thing, in the same way that the system pursued in Cok workhouse is totally inefficient for the reforming of children.

4133. Mr. *Adderley*.] Even if a school were built under the provisions of the Act, there would be no security for its maintenance?—Not for its proper maintenance. In one of the several unions in my riding which I investigated, I found that there was a system of education, not perhaps complete, but a better system carried on, from the attention of the Board of Guardians, who were not

so fleeting a body; I refer to the Mallow Board of Guardians. I found the effects to be very superior to those in other unions. A return was given to me of the number of those who had learnt trades, and had been put out, and had not returned to the workhouse. I asked the Chairman of the Board of Guardians this question: "What number of orphan or other boys have been trained to trades, and left the house?" and the answer I received was, "Ninety-eight have been trained within the last four years, 80 of whom have left the workhouse and obtained employment in their respective trades. All, with the exception of three or four, were orphans, and three only whose mothers were alive." I have examined that workhouse several times, and it is conducted in a different manner from others, to a great extent, and upon a much improved system.

4134. Mr. *T. Egerton.*] In the reformatory schools which you propose to establish in different counties in Ireland, would it be necessary to have distinct schools for Roman-catholics and Protestants, or could they be united?—I should certainly say they might be united. I have suggested that, if it was put under voluntary assistance, there would be a struggle between Roman-catholics and Protestants to get the education very much under their own system; and for that reason I thought it would be useless to expect voluntary aid, and that they should be put under Government management.

4135. Mr. *Adderley.*] When you speak of these schools as penal schools, to what extent do you propose that they should have a penal character?—I think they ought all to commence with punishment of some kind; because I should not put any children into them except those who had been criminals in the real sense of the word. My impression is, that in every case punishment should begin; that opinion is different from the opinion which has been expressed by several witnesses who have been examined here; but my impression is, that punishment should begin, in order to deter the children from looking to be supported or educated in these schools. If the system pursued was not of a deterring character at the commencement, I think that, from the poverty of the people in the south and west of Ireland, a large number of children would seek to get in by some indirect means.

4136. What is the greatest term for which you would propose that a child should be sent to such a school?—I should say five or six years.

4137. Out of a term of five or six years, what would be the extent of the penal period?—That must be left somewhat to the managers of the school itself; but I should say that the magistrates or the judges who pass the sentence might fix that period.

4138. Do you mean a period of a week, or a month, or three months?—Until some reformation takes place in a child. At the same time, I think that if there was training once offered to them, and the chance of getting, either by their own exertions or by the funds of the gaol, some means of livelihood after they had learned trades, it would soon become unnecessary to inflict a lengthened punishment upon any child.

4139. When you say that you would only send children who may strictly be called criminals to these schools, what do you mean by a criminal child?—I wish to distinguish those who are now committed for begging or vagrancy from those who are committed for larceny or stealing, or any act of outrage. I think that one of the great defects in the present system is, that a child, for that which certainly, in the state of Ireland, can hardly be called even conventionally a crime (that is, begging), is at once placed in the same position, by being sent to gaol, as a child who has committed the actual crime of stealing, or injury to the person.

4140. You have spoken of Roman-catholic schools for destitute children in Cork, and you have stated that they would not take a child from gaol; do you suppose that there was any great difference between those children who had gone to gaol and the class of children in those schools?—Perhaps in the beginning there was not any great difference, except the fact that the one class were marked from having been in gaol as criminals, and the other was not; and it is extraordinary to observe how, amongst the lowest classes in Ireland, that one difference has an essential character in itself.

4141. And the difference is created by the present administration of the law?—Yes.

4142. If the law were altered would the difference cease?—If you altered the law to the extent of not sending children to gaol for begging it would cease, because

because they would not go to gaol at all. I believe that I now understand your view, in the question you put, which I did not at first. If a child were sent to a penal school and not to a gaol, I think the difference would be very essential; and I should not be the least surprised to find, that those establishments which refused to take a child who had once been in gaol, would not refuse to take a child who had been in a penal school; because a penal school, although perhaps a gaol in point of fact, would have a different effect on the minds of the lower orders.

4143. Although you seem to think that much trust cannot be placed on voluntary action in Ireland, yet do not you think that such Government grants as you propose, might be made in aid of voluntary contributions?—My dread in those cases is, that the question which incessantly comes into all considerations connected with charities, that is, the question of education between Roman-catholics and Protestants, would interfere instantly, and make it a matter of very great fighting between the two parties which should have the education in their own hands.

4144. In your experience, has the Act of the 11th and 12th of Victoria, which Sir John Pakington introduced for England, and which in the following year was introduced into Ireland, been extensively applied to the cases of juvenile offenders in Ireland?—Yes.

4145. What has been the consequence of that Act?—The first consequence, I should say, is that a great many juveniles who escaped punishment altogether before, have now, upon coming before the magistrates summarily, been punished and sent to gaol. Another consequence is, that all those who would have been sent for trial and confined for a very lengthened period in gaol, are punished at once, and to that extent they escape the contamination of a gaol before their trial.

4146. Has it practically put an end to all prosecution of children by indictment?—No; the magistrates in my county, whenever a child is brought before them who has been previously convicted of several small offences, and they think it right that he should suffer some severe punishment, are in the habit of sending cases of that description before the quarter sessions.

4147. Has it reduced the number of trials?—At quarter sessions, very much.

4148. And with a salutary effect?—Yes.

4149. Has the consequence been a considerable application of corporal punishment in the cases of children?—Yes, I should say that it has, with very young children; magistrates are inclined, if they can, to give a child a couple of whippings, and let him be discharged, rather than expose him to the contamination of a gaol.

4150. In that case, where is the child kept until the case is heard, and afterwards until the actual execution of the sentence?—He is, in point of fact, kept in the neighbouring bridewell, if the trial is to take place shortly; but when he is sentenced, as the law is at present, no criminal can be kept in the common bridewell; he must be transmitted to gaol, and I am quite sure that the magistrates, in a great many instances, rather than be put to that necessity, keep a child for a day or two in the bridewell, give him a whipping or two, and have him discharged.

4151. What is done, if there is not a bridewell?—There are bridewells enough. I would suggest that a power should be given to magistrates, or judges, or the justices at quarter sessions, where the offence was of a very trifling nature, and where a few days' imprisonment would be sufficient to mark the punishment of the offence, to enable them to sentence criminals to the neighbouring bridewell. At present, as the law stands, except in a district bridewell, if it is once established, you cannot sentence to imprisonment in bridewell; but the common bridewells are only made use of for the purpose of detention, during the examination of the case, before committal for trial. I mention this with great certainty, as to its being a proper suggestion, because I find it is suggested by the Inspectors General of Prisons in their last Report, that, to the extent of ten days, the magistrates should have the power, in some offences, at a great distance from the county gaol, to sentence offenders to imprisonment in bridewell.

4152. Under that Act, to your knowledge, have many cases been dismissed with sureties for good behaviour?—I am not able to answer this question; I should say not.

4153. As to the summary commitment of children to prison under that Act, you would propose to alter the Act, by providing that such children should be sent

sent to penal schools instead of being sent to prisons?—If they are first offences, or if there is nothing aggravated in the offences: I should add, that in those cases which are sent to gaol in consequence of their not being first offences, or in consequence of their being serious cases, there should be a power, before the term of imprisonment had expired, if it was found that a juvenile was progressing towards reformation, of recommending that he should be sent, for the remainder of the term of his imprisonment, to the penal school.

4154. Would you alter, in any respect, the provisions of that Act giving children an option of trial by jury, instead of summary treatment?—I believe they have that option at present.

4155. Would you leave that option or take it away?—Practically, it has never been asked for to my knowledge; I think it has almost become a dead letter.

4156. Although it may have become a dead letter, do you think it would be a more satisfactory state of the law that no such option should be given?—I do not think so.

4157. You think there are cases of juvenile offences in which the option of trial by jury should be given?—It is a matter of very little importance; and, as I have already said, I have not known of such a case within my jurisdiction.

4158. Supposing the case arose, do you not see great objection in the case going to a distant prison for a postponed trial?—I should think there would be no injury, for this reason: that being in the option of the party, if he chose to go to gaol to await his trial, it must be from some idea in his mind that a local influence would operate on the magistrate, and that the magistrate's judgment would not be a satisfactory one. The Irish mind is peculiarly susceptible of the idea of local influence; and there may be cases in which, even although a magistrate would really act with the greatest purity, an idea would exist in the mind either of the parent or of the child that he would not get justice. I think that in an extreme case of that kind I would leave him an option of being tried by a jury, knowing that he would not submit himself to five or six weeks' imprisonment in gaol previously to his trial, unless he had some reason of that kind.

4159. What is the state of the schools in workhouses generally?—Very bad.

4160. Does that arise chiefly from their being on a very small scale?—Yes; the masters being incompetent, and the regulations not insisting upon all the children being engaged in trades. Even in the one of which I have spoken, in Mallow workhouse (which is certainly the best within my jurisdiction), the teaching of trades is confined to orphans. That is very unfair, I should say; because all the children in that workhouse who have fathers or mothers are kept necessarily, to a great extent, without employment; and of course they get habits, not merely of idleness, but in the communion in which they are placed they get a knowledge of crime, and have a temptation to commit it, which they would not have had otherwise. In every workhouse school I would make it necessary to have a proper master, and that each child should be taught a trade.

4161. Mr. *Miles.*] In the commencement of the evidence you have been kind enough to give the Committee, you drew a comparison between the crime of vagrancy and workhouse offences during five years, commencing in 1840, and during the last five years, commencing in 1847?—Yes.

4162. As far as those two classes of offences go, do you think that is a fair comparison?—The vagrant law, as it now exists, was not in existence in the former period; therefore, as far as that is concerned, it would not be a fair relative comparison; but as far as workhouse offences are concerned, it is, I should think, a fair comparison.

4163. In the year 1840, in Ireland, were there not very few workhouses, in comparison with the years 1846 and 1847?—I believe all Ireland was under the workhouse system in 1840.

4164. Were they not under a different law, as respected able-bodied paupers, in the year 1840, to that which they were under in 1847?—The Poor Law Extension Act was passed in 1847.

4165. Sir *W. Jolliffe.*] Having arrived at the painful fact, that juvenile crime has much increased since 1847, and that it may be attributed to the system of in-door relief having come into operation in that year, and to the fact that begging, which was theretofore not a crime punishable by imprisonment, had become in the year 1847, under the Vagrant Law, then adopted, a crime which led to that punishment; might not the evil effects which you have been describing as produced by the desire of the guardians to send the paupers rather to the gaol than to the workhouse, be very much mitigated by the simple alteration

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which you suggest of sending to the district bridewell for a short period?—Clearly. It was for that reason I pressed it so very strongly, and did the best I could for nearly three years to carry my object in order to produce that effect.

4166. Mr. *Miles.*] Is the discipline of the district bridewells pretty good?—There is, I believe, only one county in Ireland in which there is any district bridewell. There is a power given by the Prisons Act to the Lord Lieutenant to order district bridewells to be established, but it was not carried into effect, except in one instance; I am not quite sure whether there is not a second, but they are both small counties.

4167. Do you think it would be judicious to commit young offenders to the common bridewells, which are merely lock-up houses, and that the discipline and supervision which is there carried on would be sufficient to ensure really salutary punishment, and no more?—Certainly not, as they are at present. It would have this effect (which would be a mitigation, I think, of the evil), that instead of being sent to a large gaol, where they would be among 100 or 140 of the most experienced thieves in the kingdom, they would be sent to the bridewell for a few days, where perhaps there would only be five or six with whom they would be connected. The suggestion which was made by the Inspectors-general of Prisons was, not merely that the magistrates should have the power of committing for a few days to the bridewells, but that those bridewells should be sufficiently improved to make them places in which injury should not be inflicted upon the children while they were in them.

4168. Could that be done with comparatively little cost?—Yes; because the number would be so small in each. I think most of them have seven cells, and, with the exception of an additional number of cells and perhaps the supervision of a resident chaplain, there would be no additional expense.

4169. You need scarcely be asked whether, if power were given to the local magistrates to commit to these bridewells, or to yourself sitting at quarter sessions, that would take off the immense pressure now existing in the city of Cork?—I think it would.

4170. Because the punishment would take place immediately contiguous to the homes of these poor creatures?—Yes, I am quite sure that it would take off the pressure; and it would relieve the gaols from a great proportion of the numbers who are in them, and thus enable classification and the separate system to be adopted; and I have come to the conclusion that without the separate system there is not much chance of any real improvement in gaol discipline.

4171. Would the adoption of the district bridewells cause a great diminution in the expense of the conveyance of the prisoners?—Yes; there would be a saving of the expense of the transmission of prisoners, which, as I have calculated, is about 700 *l.* a year.

Martis, 26° *die Aprilis*, 1853.

MEMBERS PRESENT.

Mr. John Ball.	Sir John Pakington.
Mr. Cornwall Legh.	Mr. Fitzroy.
Mr. Adderley.	Mr. Miles.
Mr. Robert Palmer.	Mr. M. Milnes.
Mr. Sidney Herbert.	Lord Barrington.
Lord Drumlanrig.	Mr. T. Egerton.
Lord Lovaine.	

THE RIGHT HON. MATTHEW TALBOT BAINES, IN THE CHAIR.

Walter Berwick, Esq., called in; and further Examined.

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4172. *Chairman.*] YOU are desirous of adding to the evidence with which you favoured the Committee on Friday last?—Yes; I wish to state the dates of the Irish Vagrancy Act and of the Irish Poor Law Extension Act, with reference to a question which was put to me as to a return which I took the liberty of handing in. The Irish Vagrancy Act is the 10 & 11 Vict. c. 84, passed on the

22d July 1847. The Irish Poor Law Extension Act, which gave the power of giving relief to able-bodied paupers, is the 10 Vict. c. 31, and passed on the 8th June 1847. Although the fact that those Acts passed at those dates, would go to show that those who were charged with workhouse offences or with vagrancies before that time, could not fairly be brought into comparison with those who have been subsequently committed under those particular Acts, yet it would appear to me not to interfere with, but rather to strengthen, the view that I suggested on the last day, that the passing of those Acts, and the manner in which those Acts have been administered, have increased very much the number of criminals in the county of Cork. The number of criminals has increased since the passing of those Acts enormously; but for the purpose of showing that it is also an increasing evil, I would refer to a return under the Vagrancy Act for the city of Cork gaol in the years 1849, 1850, and 1851; and I would call attention to that for the purpose of showing, that it is strong evidence that the evil is increasing, because those are plainly three years in which crime itself was diminished, and in which pauperism was very greatly diminished in Ireland. In the year 1849 there were committed to the city of Cork gaol for begging, 389, of whom 92 were juveniles, that is, 15 or under 15 years of age. In the year 1850 there were 1,211 committed to the city of Cork gaol, of whom 464 were juveniles. In 1851 (which was certainly the least pressing year in poverty of the three), the number committed to the city of Cork gaol for begging was 1,523, of whom 1,005 were juveniles. To show at what ages the committal of juveniles has commenced, I have divided them into two classes; first, those from three years to ten years of age: the number of this class committed in 849 was 39; in 1850 there were 70, and in 1851, 173; secondly, the class from 10 to 15 years old. In 1849 the committals of this class were 53, in 1850 there were 394, and in 1851, 832. I think, therefore, it is evident that the effect of that particular law has been to increase the number placed in gaol, and, in my opinion, necessarily to increase the number of those who are training for vice and crime. I would state that another evil to be remedied which applies particularly to the county of Cork, but of course to other counties according to their size, is the great number of committals for trifling offences from great distances (to which I attribute a great deal of the mendicancy and crime of the city of Cork), those distances ranging to 100 miles, and being to the county of Cork gaol, which is on the confines of the city, and being thence discharged without any means of support. I made out myself, from the books of the county of Cork gaol, 124 cases, within one year, which were transmitted from petty sessions for crimes, for not one of which was there a greater sentence of imprisonment than a fortnight. The nearest was 28 miles and the furthest was 98 miles. There were 124 cases of that kind; and of that number, seven were sent from petty sessions, 53 miles distant from the county gaol of Cork, sentenced to 48 hours' imprisonment; seven from the same place sentenced to 10 days' imprisonment, five were sent 28 miles sentenced to three days' imprisonment, 34 were sent for a week's imprisonment, and 69 for a fortnight's imprisonment, and the two last classes came from distances ranging from 28 to 98 miles. That includes, it is right to state, adults, but still there are many juveniles among that number; and certainly one of the causes to which I attribute the great increase of crime in large counties, is sending the criminals from such distances for such small offences. When I state that three were sent in one week 53 miles, who had been sentenced to imprisonment for 48 hours for drunkenness, it will show the necessary working of such a system in those cases, and in general the magistrates have no power to commit anywhere but to the county gaol. The next thing I will take the liberty of stating, merely to put in the exact figures with reference to those particular returns which I used to show, as I conceive, a great increase of crime, coupled with a diminution of the population, is the census of the county of Cork in 1841 and 1851. The population of the county of Cork, exclusive of the city of Cork in 1841, was 773,398. It had decreased in 1851, when the next census was taken, to 563,158; a diminution of 210,240. There is another matter which perhaps may be considered worth stating, with respect to the expense of supporting juveniles. I have taken three different establishments in the county of Cork, for the purpose of showing what the average expense of juveniles would be. In Mallow workhouse, which appeared to me from my inspection of the different workhouses in my locality to be the best conducted, the yearly average cost of maintenance of all classes, from two years to 15 years

of age, exclusive of the establishment charges, was 1*l.* 18*s* a year; their clothing was 6*s.* 8*d.*; and the average cost of the establishment for each of the inmates was 1*l.* 12*s.* 6*d.*; so that the whole support of any child ranging from two years to 15 years of age, including his clothing, and share of costs of the establishment, was only 3*l.* 17*s.* 2*d.* In the Middleton workhouse, which appears to me to be the next best conducted of those in my locality, the average cost of juveniles, from nine years to 15 years old, was 9 ½*d.* per week, or 2*l.* 1*s.* 2*d.* (I do not take in the establishment charges, for they are pretty much the same in all). From five to nine years old, 8 ½*d.* per week, or 1*l.* 16*s.* 10*d.*; from two years to five years old, 8*d.* per week, or 1*l.* 14*s.* 8*d.*; under two years old 6 ½*d.* per week, or 1*l.* 8*s.* 2*d.*, the average of those giving for the mere cost of maintenance 1*l.* 15*s.* 2*d.* per year. In the county of Cork gaol, I am not able to take it for juveniles, but the average expense of the total cost of each prisoner in the gaol of the county of Cork, and the house of correction, for the year 1852, including the establishment charges, was 5*l.* 14*s.* 9¾*d.* per year. I mention this with reference to the building of any new establishments, thinking it may be interesting to the Committee to know how small would be the expense. Another thing which may be interesting (although I do not mean to draw any conclusion from it), is the extent of education of the different children in the county of Cork gaol, and in Spike Island, which is the depôt for Ireland for convicts sentenced to transportation.. In 1851, of 1,100 juveniles committed to the county of Cork gaol under 17 years of age, 268 could read; 202 could read and write; and 630 could neither read nor write. In 1852, 114 could read and write; 88 could read only; and 1,053 could neither read nor write. At Spike Island I have taken 100 juvenile convicts without distinction; and of those 100, there were 27 who could read and write; there were 28 who could read only; and there were 45 who could neither read nor write. The Committee, perhaps, will allow me to state, that since I had the honour of being examined on Friday, I went to visit the institution at Red Hill; and I must say, that the appearance and the working of the boys seemed very superior to that which I have seen in the union workhouses in Ireland. I think that the fact of their being very much educated to agricultural purposes, and to hard work at agriculture, has produced a very great difference in them as contrasted with the lazy, idle system that the boys in the workhouses which I have examined, with the exception of the one institution of which I have spoken, namely, the agricultural industrial school at Galway, seemed to have.

4173. Do you think that a material effect would be produced on the total amount of juvenile delinquency if institutions, like that at Red Hill, were established?—I have not the slightest doubt that if such an institution were established in the county of Cork a most wonderful effect would be produced. From the account which was given to me at Red Hill by the master of the boys, I should say that the class of delinquents that we have in Ireland are not as a body so hardened or so nurtured in crime as those who are sent to Red Hill. I think that there is a tendency among the juveniles in Ireland to look for education and for employment, which would very easily make them amenable and reform them, at such an institution as that of Red Hill.

4174. Have you any further suggestions to make?—In reading over my evidence, it occurred to me that when I stated that it was wrong to give the magistrates, who are themselves guardians of the poor and within their own union, the power of sending children to gaol for begging, instead of sending them to the workhouses, it might possibly be supposed that I intended to cast some imputation upon the conduct of the magistrates in the county of Cork. I wish it to be understood that I really not only had not the slightest notion of making such an observation, but that I think that on the whole a more high-minded or excellent body of gentlemen I never met with than those with whom I act in the county of Cork. If I were a magistrate sitting at petty sessions I should have equally made the same observation, as I would not give to the magistrates, nor indeed to any judge, the power of sending children to gaol for begging; I would make it necessary to send them to the workhouses, for I do not conceive that occasional begging from destitution is a crime; and I would not give to any body of gentlemen, no matter how high-minded, the power of sending children to gaol for such a conventional offence in the first instance.

James Corry Connellan, Esq., called in; and Examined.

4175. *Chairman.*] YOU are the Inspector-General of Prisons in Ireland?—I am. *J. C. Connellan, Esq.*

4176. Have you held any other office?—Yes; I held the office of chief secretary under two Chancellors, and private secretary under two Lord Lieutenants. 26 April 1853.

4177. How long have you held the office of Inspector-General of Prisons?—About two years and a half.

4178. What is the extent of your district?—It extends all over Ireland. There are two inspectors-general, and there are two districts or circuits, which are divided by an ideal line drawn from Dublin to Galway. One of these districts is inspected by one of the inspectors in each year; we then alternate, so that within a period of two years both inspectors have inspected and reported upon every gaol and bridewell in Ireland.

4179. Is the system of gaols in Ireland such as to enable you to carry out any regular system of discipline or management, with regard to juvenile criminals?—Of late years, the condition of our gaols has been such, in consequence of the demoralisation arising from the famine and its consequences, that we have not been able to carry out anything like an uniform system; but we have been compelled to treat each particular locality according to the greater or less pressure of numbers upon accommodation. We have 42 gaols in Ireland, which are furnished with 4,225 single cells. When I say "single cells," I do not mean that a very large proportion of them are at all adapted to carry out the separate system; they were originally intended for one inmate, but not with a view of carrying out the separate system. They have not sufficient space, nor are they adequately lighted or capable of artificial warming, so as to bring them within the requirements prescribed by the Separation Act. Our act is a transcript of the English Act, and its provisions are precisely the same. We have, besides these single cells, larger cells and dormitories, which contain altogether about 3,000 beds; so that the total amount of our accommodation of every kind in gaols affords 7,352 beds.

4180. Have you any reason to believe that greater accommodation is likely to be at your disposal?—Unquestionably. I had better state the numbers who have occupied this very limited accommodation within the last few years. In the year 1846, which was the first year in which the famine exhibited itself, there were 47,311 prisoners altogether confined in the course of the year in our gaols. The daily average amounted to 5,470; and the highest number at any one time to 6,578. The population of our gaols fluctuates considerably. In the year 1849, three years afterwards, this total of 47,311 had risen to 112,478, the daily average to 12,648, and the highest number at any one time to 17,484. Under such circumstances, I think I need scarcely assure the Committee, that it was utterly impossible to carry out anything like a regular system. In fact, this was not the worst of it; for even if these numbers had been equally diffused over this aggregate of accommodation, we might have adopted something like fixed regulations for guiding us: but unhappily in particular districts, on which the famine fell with peculiar pressure, the number far exceeded this proportion; and literally in some of our gaols, congestions of starving wretches were packed in such a manner as to make us apprehensive of the sanitary result. In fact, during the year 1849, in that very county of Cork gaol which Mr. Berwick has just described, there were 338 deaths. The total number of deaths in our gaols last year, amounted to but 213, which is a remarkably small average. I am happy to say, however, that these are things of the past, and that we have better prospects before us now, as from the year 1849, up to the present period, there has been a progressive, and a rapid decline. It is right to state, that in the year 1851 the aggregate of the number confined reached its highest point; but then the daily average number imprisoned was considerably less than in the previous years, and the highest number at one time was less by more than 2,000; so that we consider the year 1850 to be the beginning of improvement. In the year 1852, the number of occupants of our gaols was reduced to 92,638, which is a diminution of about 21,000 as compared with the previous year. In order to show the decline of crime, and therefore the consequent accommodation which will be at our disposal, I may mention, that I hold in my hand a return of all the persons brought to trial, as furnished to the Central Office in Dublin by the constabulary

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constabulary which, as the Committee are aware, pervades all Ireland. The general total of persons tried at assizes and quarter sessions in the year 1849, was 42,000. In 1850 that number had fallen to 30,000, which is a decrease of 12,000. In the year 1851 they amounted to 22,000. In 1852 they amounted to but 16,970.

4181. You are aware of the particular objects of this inquiry?—Yes.

4182. Will you favour the Committee with any suggestions which occur to you with reference to these objects?—I will refer, first, to the state of accommodation as affecting juveniles. The separate system is carried out in a very small number of gaols in Ireland; in fact, it is only carried out fully for both sexes in the gaol of Belfast. Juveniles are there treated under it. We have no exclusive principle with regard to juveniles confined in other prisons not fitted for separation; but in every instance, where there is a slight depletion of the gaol, so that a certain amount of accommodation is placed at our disposal, we invariably give the benefit of such depletion to them. If there are a few cells vacant, we always direct that the governors of gaols should place the boys in strict separation, as far as it can be carried out; because, in many of these cells, wanting, as I have already mentioned, in the requirements prescribed by the Separation Act, we cannot carry it out legally to the full extent; and the same preference is given with regard to industrial and educational training. That is the full extent to which we have been able to carry any improvement with respect to them. We have no institution peculiarly fitted for the reception of juveniles; in fact, they stand on precisely the same ground as adults.

4183. Can you point out any causes of juvenile crime peculiar to Ireland which you think are within the province of legislation?—Perhaps you will allow me to show the decline of juvenile crime in Ireland. It has fallen rapidly and progressively since 1849. I take, first, the analysis of annual committals. In 1849, they were 2,720; in 1850, they were 2,419; in 1851, they fell to 2,003. The criminal tables for 1852 have not yet been prepared in the Chief Secretary's Office in Dublin, which is analogous to the Home Office in London. I have, further, an analysis of juvenile crime for the year 1851, divided into classes; namely, offences against the person; offences against property, with violence; against property, without violence; malicious offences against property; forgery; offences against the currency, and other offences which are not included in the foregoing classes. The Committee, I understand, wish that I should confine myself exclusively to those under 16 years of age. We have made the Return up to 21 years, that being the legal determination of minority.

4184. If you please?—In offences against the person there were 59 under 16 years of age; in offences against property, committed with violence, there were 239; in offences against property, committed without violence, there were 1,539. The Committee will recollect that I have already stated 2,003 to be the number of committals in that year; so that the proportion was 1,539 for larceny alone. It shows how entirely one class of offences, I may say, pervades nearly the whole of our juvenile criminal population. There were 140 of these offenders who were 12 years old and under, and there were 1,863 who were between 12 and 16 years. I next take the juvenile crime of the city of Dublin, where it is most rife in Ireland. There were, in the course of the four years ending 1852, taken into custody by the police, 63,332; of these only 235 were guilty of crimes of sufficient magnitude to be committed to trial; there were summarily convicted, 17,801; there were 5,141 children 10 years of age and under, and there were 12,660 between 10 and 15 years of age. I then take a classified analysis of the juveniles confined in the several gaols of Ireland on the first of the present month, as to their ages, as to their being without both parents, without fathers, without mothers, illegitimate, abandoned by their parents, their having absconded from their parents, their belonging to the counties or boroughs in which the prisons are situate, or to other localities (having no Act of Settlement in Ireland, we use that general phrase "belonging to"), workhouse offenders, and those who immediately upon their discharge from the workhouses committed an offence, and were consequently sent to prison. I then take them according to their state of education, and lastly, according to the number of times they have been in prison. There were in all the gaols of Ireland collectively, on the first of this month, between nine and 15 years of age, 747; that is, the whole number of criminals in the strict sense of the word. Of this number, the governors of gaols, I am sorry

sorry to say, have not in the return made a distinction between the first and second category as to the orphanage of the juveniles; and I must therefore give them in the aggregate. The total was 3,020; and of this number there were abandoned by their parents, 250; absconded from their parents, 409; without parents, 1,082; without fathers, 830; without mothers, 422; illegitimate, 105. Of those who are utterly without any parental ties, namely, those who had been abandoned by them, absconded from them, or are total orphans, there are no less than 1,741. The county gaol of Dublin is just beyond the borders of the city, and a very large portion of the occupants of that gaol are of course those living in the city; they come out, and commit petty thefts within the boundary of the county, and so become amenable to the county authorities. Of the 747 juveniles confined in all the gaols in Ireland, there were in the county and city of Dublin gaol, 170; in the county and city of Cork, 116; and in the county and city gaol of Limerick, 141.

4185. Are there any causes of juvenile crime peculiar to Ireland within the province of legislation which you can point out to the Committee?—I have already stated, as one cause, the extraordinary disproportion of orphanage. There is another point which I think is quite peculiar to Ireland, namely, the extent of vagrancy and larceny, as it prevails among females, who, of course, must be considered as having charge of the education of juveniles infinitely more than males. In the year 1851 there were 5,334 females committed for larceny alone.

4186. Those are women?—All females; there is no division given as to age. There are very few female juveniles committed for larceny. The above aggregate is very nearly equal to the total number of females committed in England in the same year for every species of offence. To show the amount of vagrancy which exists among female juveniles, I have a return of the juvenile prisoners committed to Grange Gorman Prison in the years 1850, 1851, and 1852. In 1852 there were, of the age of 10 years and under, and up to 15, inclusive, 1,878 female children committed under the Vagrant Act. If we take these three years, we find there were altogether 5,989 juvenile females committed to this prison, of whom 1,119 belonged either to the county or city of Dublin, and the remaining 4,870 to the provinces. Of this number three-fourths had been committed from six to 20 times in each year, and the remaining one-fourth from one to six times.

4187. What document have you in your hand?—One of our Reports of Grange Gorman Penitentiary, the gaol which I have been describing; it gives the beggars committed under the Act in the aggregate; and shows the amount of vagrancy. Out of 7,490 beggars, 1,121 were born in the city of Dublin, and 6,369 in other parts of the country.

4188. Lord *Lovaine.*] For how long a period?—For one year.

4189. *Chairman.*] You are of opinion that legislation is important and necessary with regard to the gaols and bridewells in Ireland, in reference to this question of juvenile delinquency?—Most undoubtedly. We have, as I before stated, no means of dealing with juvenile offenders; we have not even separate wards for them.

4190. Are you of opinion that any institutions, educational or reformatory, might be established with advantage for the diminution of juvenile delinquency?—Unquestionably. It is a subject which requires such a very comprehensive consideration, that we must begin from the beginning. In the first place, the gaols of Ireland are peculiarly circumstanced, and have not the same advantages that English gaols possess with regard to their financial position. In England every prisoner convicted by a jury is paid for by the State, out of the Consolidated Fund; in Ireland only male transports are so paid for; an allowance being made for them, but not for females. This matter, I believe, will be brought before the House very shortly; and I think it is necessary to take that into consideration when we come to adopt any scheme for fixing a further expenditure upon the country; I mean that if the localities are to be called upon to erect penal or reformatory institutions, that ought to be taken into account.

4191. What is the nature of the institution you would recommend?—I should certainly recommend an institution embracing under the same direction, although separate, a Parkhurst and a Red Hill. I think that you require absolutely a penal institution, in which the punitive principle shall be carried out; and you also

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also require a reformatory institution with something of a penal character. The great object is, to avoid multiplying establishments and to save expense. I think that if there were two such institutions placed side by side, they would each favourably affect the other; and that the youths confined in the Parkhurst, or more penal side, would feel that there was close at hand an institution in which there would be some relaxation of penal discipline, if they deserved it by good conduct. On the other hand, I think it would be a great check upon the occupants of the reformatory department, if they knew that in the event of their being refractory, they could be removed to the penal institution.

4192. Would you have two institutions of this kind in Dublin, and others in different parts of the provinces?—I think it would be well to look at the averages of gaols, and to form groups. I am of opinion that four institutions would be quite sufficient for Ireland; but I should be glad to see one erected in the first instance, in order to test the effect of it. I have mentioned in the evidence I have given, that there were local congestions of juvenile criminals; in fact, considerably more than one-half the total of the juveniles confined in the gaols of Ireland, are in the prisons of Dublin, Cork, and Limerick.

4193. Do you think that might be advantageously tried in the first instance as an experiment?—Yes. I should like not to get too far in the first instance, because it is an experiment which may affect not only our ordinary prisons, but our convict depôts or the district prisons, which may hereafter be adopted as substitutes for transportation. I have made a calculation for an institution to contain 400 boys. I take the number at 400, because it appears to be the most convenient number; as a mean between Red Hill and Mettray, both of which I have visited. I have taken as a fair basis two of the county gaols of Ireland, in which I find that the daily average of prisoners was about this number during the year 1851. In the county of Galway gaol the daily average, in the year 1851, was 404, and in the gaol of Nenagh, in the North Riding of Tipperary, there were exactly 400. It is very remarkable that the total cost of each prisoner (we have no power of distinguishing the cost of juveniles, as they never keep the account in gaols, although it might be done in future) is 6*l.* 14*s.* 10*d.* per head in Galway, and 6*l.* 14*s.* 4*d.* per head in Nenagh. The expense of the staff of officers in Galway is 1,130*l.*, and in Nenagh 955*l.* The difference is created by the higher salaries of the governor and local inspector in Galway. It must be recollected that this includes everything, except the interest of money which the gaol cost in building. I presume that growing boys employed in agricultural labour and worked hard would require a more generous diet than our prison diet, which is brought as low as is compatible with health. I think also you would require, if the reformatory establishment were carried out on the principle of Mettray, a larger staff than exists at the two gaols I have named; I would therefore give 8*l.* for each of the 400 boys, which would amount to 3,200*l.* I next give the cost of the building; and here I am sure that I have made a most extravagant estimate, for building is very cheap in Ireland. I have put it at 10,000*l.*, but I really feel great certainty when I state that the sum of 6,000*l.* would be sufficient for the building, which necessarily would be very plain and simple. We will take it at 10,000*l.*, and the interest of that amount, at four per cent., would be 400*l.*

4194. Mr. *Adderley.*] Including the purchase of the site?—I take a rent for the land; I take 200 acres, at 1*l.* per acre, 200*l.*

4195. Mr. *J. Ball.*] Do you include the rent in the average of 8*l.* per head?—No.

4196. Mr. *Fitzroy.*] You include nothing but diet in the 8*l.*?—I include everything in the 8*l.* per annum, which represents the 400th part of the total expenditure. I will give 200*l.* for contingencies, so as to make a round sum of 4,000*l.* If we take the labour of 400 boys, for 50 weeks, striking off two weeks for interruption of weather and illness, I put the worth of their labour at 6*d.* per day, or 3*s.* per week. I apprehend that, in the first instance, it would not be worth that amount; but that after the institution had been a year in operation, we might safely calculate upon that amount. At Mettray, they profess to give 8*l.* per annum as representing the earnings of the boys. These, by my calculation, would amount to 7*l.* 10*s.*; so that there would be a balance of 1,000*l.* as against the institution chargeable upon the State. I conceive that the estimate for the building is at least 4,000*l.* too high, and that 140*l.* (at four per cent.) might consequently be deducted from the 1,000*l.*

4197. Mr.

4197. Mr. *J. Ball.*] The recommendation which you made to the Committee was, that in the first instance twin institutions, one more severe, and the other of a milder nature, should be established?—Yes.

4198. Does your estimate refer to one of those, or do you propose that two similar institutions should be established?—I merely wish it to apply to the reformatory institution, to the Red Hill or Mettray section.

4199. Would an institution on the plan of Parkhurst be more expensive?—Yes.

4200. You are aware that, with reference to the estimate with which you have favoured the Committee, the sum of 10,000 *l.* does considerably exceed the cost of buildings which have been recently erected in Ireland for the accommodation of a similar number?—Quite so; but this includes farm buildings and general outfit.

4201. And therefore you conceive that you are perfectly safe in representing 400 *l.* as the interest of the money to be expended on an institution to accommodate 400 boys?—Yes.

4202. Have you formed a similar estimate as to the cost of an institution on the plan of Parkhurst?—No, I have not.

4203. From your knowledge of the class of boys who are to be dealt with, do you think it necessary that such an institution as Parkhurst should provide for an equal number?—No; I feel convinced that a building calculated for infinitely less number would be quite sufficient.

4204. What number?—I should think 150.

4205. Supposing that your suggestion were ultimately to be carried out, and that four such establishments were set up in different parts of Ireland, do you conceive that the numbers of 400 and 150 would represent the most advantageous numbers to place in the institutions to be established in each of such four districts?—Perhaps you might raise it to 600 for the two; I would raise the Parkhurst side of it to 200.

4206. You propose that in one there should be 200, and in the other 400?—Yes; but I would rather begin with 150.

4207. Do you conceive that the experiment could be fairly tried, unless at the same time there were a reformatory school, on the plan of Red Hill, established?—No; I propose that an experimental building, containing these two establishments, should be first attempted.

4208. Mr. *Fitzroy.*] Both in the same locality?—Yes; because there is an obvious saving, as the same governor, the same chaplain, the same medical officer, and the same agricultural instructors, would do for each.

4209. Do you contemplate the whole of them passing through the Parkhurst portion of the establishment?—No; I think that a discretion as to which of the institutions youthful prisoners should be committed should be left in the hands of the judge or the assistant barrister; for I would not give so important a power to the magistrates at petty sessions.

4210. *Chairman.*] That would require legislation?—Yes.

4211. Mr. *Fitzroy.*] Would you allow those who were committed to the Parkhurst portion of the establishment to be transferred to the reformatory portion, when their conduct entitled them to it?—Undoubtedly; I think it would be an inducement to good conduct; at the same time, I think it would be a useful corrective upon the youths on the Red Hill side, if they knew there was a penal establishment adjoining, to which they could be at once transferred.

4212. Mr. *J. Ball.*] Do the grounds on which you propose that only one pair of such institutions should now be established refer to any supposed difficulty in obtaining the necessary funds, or to your idea of its being an experiment?—Merely in reference to its being an experiment.

4213. Would you wait the result of that experiment before establishing similar institutions in other parts of Ireland?—Yes.

4214. Would you confine such institutions, if they were now established, to a certain portion of Ireland; or would you give a general power to the Lord Lieutenant to send prisoners from all parts of Ireland?—From all parts of Ireland, in the first instance.

4215. As it would be a matter of difficulty probably to ascertain in every part of Ireland what accommodation existed at the central establishment, and what the means were of receiving prisoners if they were sent, can you make any practical suggestion as to the best mode of providing for that difficulty?—I

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should first of all confine myself solely to cases which were sent to the assizes and to the quarter sessions.

4216. You are aware that there are six circuits going together?—Yes.

4217. How would you provide for the case of a number sent from one circuit, filling the number of vacancies in such an establishment?—There would be no more difficulty than now exists with regard to Parkhurst or Red Hill. If, on the other hand, you limit the area from which juvenile prisoners might be committed to this first experimental institution, I apprehend that magistrates in some parts of Ireland would take means of transferring their juveniles for the purpose of bringing them within that area.

4218. From the facts you have laid before the Committee, is it not apparent that the accommodation at present in gaols, and the discipline of gaols, is extremely ill adapted for the treatment of juveniles?—Beyond all question.

4219. Would not your suggestions with reference to the sending of juvenile prisoners, from quarter sessions and assizes, to the central institution, entail a previous confinement in gaol of such persons, and would not that be calculated to injure young prisoners?—This must be part of a great and general scheme of reformation. I think that if such reformatory institutions were established by the Government, they would have a right to call upon the localities to provide fitting accommodation for carrying out discipline with regard to juveniles, so that separation should be most strictly observed during the short period of their confinement in gaol previous to their trial.

4220. That would include, therefore, a power to require the localities to add to the existing accommodation, where it is not sufficient?—Yes.

4221. And to alter the internal arrangements of the gaol?—Yes.

4222. Your functions are confined to the power of visiting and reporting? Precisely.

4223. Have you got any executive power in the management?—None whatever.

4224. Can you dismiss improper officers?—No. There are several points of improvement in prison discipline which have been made the subject of discussion in our reports; and there are improvements in legislation which we suggested. The first was that which has already been recommended by the Select Committee on Prison Discipline; namely, the establishment of some central authority. In Ireland, the prison department is placed under the jurisdiction of the Queen's Bench, which is necessarily rather an imperfect machinery.

4225. In case it should be considered desirable to try fairly the experiment of the separate mode of treatment and management of young prisoners, would it be necessary, in your opinion, to give an increased power of control to the central authorities?—Yes; I propose that a power should be vested in the Lord Lieutenant, as representing the Executive; or in the Central Board, to dismiss by warrant officers of gaols and houses of correction; and that all inferior officers of gaols and keepers of bridewells should be appointed by the Board of Superintendence, which is a body which corresponds with that of the visiting justices in England; at present they are appointed by the sheriff, and in many instances without the smallest reference as to the fitness of the individual for the office he has to undertake. In fact, the sheriff has the appointment of every officer in the gaol, except the local inspector (an officer unknown in England), the chaplain, and the medical officer.

4226. You would add to those powers the power of requiring either an addition to existing gaols or the establishment of new ones, in which classification could be made?—Yes; in which the separate system should be carried out most stringently.

4227. Is it your opinion that such a power would encounter a very considerable amount of local opposition in Ireland?—I think it would, unless you gave them an equivalent. I have just mentioned that the gaolsof Ireland were most disadvantageously circumstanced, in consequence of their having to bear the expense of all prisoners convicted by a jury.

4228. Do you think that the assimilation of the system in Ireland to that which exists in England, would be considered a sufficient equivalent for the increased expense which would attend the improvement of existing gaols?—Yes.

4229. At the present time, with a legal power for the purpose, money could be raised upon the security of the county rates, to a sufficient extent, either to build new gaols or to add to the existing gaols?—Yes.

4230. In practice, money can be obtained at a moderate rate of interest?—Yes, under the Prisons Act.

4231. Can the county bodies at present obtain money from the Exchequer Loan Commissioners for that purpose?—They make their application through the Lord Lieutenant; I am not aware whether the Exchequer Loan Commissioners are the parties through whom it comes.

4232. Mr. *Adderley.*] Do you know what is the Act?—It is the 7 Geo. 4, c. 74, s. 17.

4233. Mr. *J. Ball.*] You think that four twin institutions, such as you suggest, would suffice for the probable wants of Ireland?—I should hope so.

4234. Can you furnish the Committee with an arrangement of the country into four districts, based on your experience?—It would be a matter requiring calculation; I should have to examine the averages of gaols for some years back, in order to fix the area; I will attempt to prepare it by next Friday.

4235. Among the causes of crime which you have stated, and more especially the vast number of women who wander about with children, and who bring up those children in habits of mendicancy, and expose them to the danger of crime, is it your opinion that in reality that evil has increased, or is it not that since the Vagrant Act those cases have been brought more under notice?—I apprehend that both causes have come into operation; for to a very large extent these vagrant women are the wives of men who have immigrated into this country, or who have emigrated to the United States or British American possessions, in order to earn sufficient money to bring out the rest of the family; the fathers of families leave their homes, and turn their wives and children loose on the world.

4236. Did not that practice exist to a very great extent before the introduction of the extended Poor Law and the Vagrant Act to Ireland?—Undoubtedly it did.

4237. To a greater extent than at present?—That I cannot undertake to say; because it is only since the Vagrant Act has been in operation, that we have been able to ascertain the number. The influx of women into Dublin is enormously on the increase. The comparison of the committals of female juveniles for the year 1852, as compared with 1851 and 1850, is very considerable indeed.

4238. Do you think that any legal interference is necessary for the purpose of endeavouring to counteract this tendency of the poorest part of the population to flock into large towns, and can you offer any practical suggestions?—I conceive that although mendicancy and vagrancy are both great social evils, yet we have rendered them infinitely worse by making them crimes. I confess that I should rather throw them back on the category of destitution, to which they would appear more properly to belong, than place them on the level of the much graver offences with which they are now classed.

4239. In accordance with the evidence of another witness on the subject, do you object to the committal to prison of juvenile persons as criminals, upon the charge of vagrancy?—Yes. There were in the city of Dublin, in four years, above 5,000 infants, I may call them (that is, children of 10 years of age), committed to prison.

4240. Were those 5,000 committals, or 5,000 separate individuals?—Five thousand summary convictions of separate individuals.

4241. Five thousand separate individuals?—Yes.

4242. Lord *Lovaine.*] Is not the vagrancy of which you have drawn so fearful a picture, greatly aggravated by the misconduct, or at all events, the bad arrangements of the workhouse authorities?—I am afraid that it is to a considerable extent. I have called at different times for returns from the governors of gaols with regard to their estimate of the character of juveniles who had been committed from workhouses; and I am sorry to say that they are very generally represented to be full of mischief, very impracticable, and much more refractory than other juveniles. At the same time, it is but justice to state, that from some of the gaols rather more favourable accounts have been returned.

4243. Would not the measures that you have recommended be rendered unnecessary by good management of workhouse schools?—I must say that I think so. Some improvement in management has already begun in Ireland, and I am happy to find that it has been pressed on the attention of guardians very much by an admirable circular issued from the Poor Law Commission in reference to the extension of agricultural schools as attached to workhouses. I am

convinced that if that system were fully carried out, if more attention was paid to the juvenile department, or if there were created a department of juveniles in workhouses, subject to more discipline and more moral supervision than at present, a vast deal of this evil could be cut off at the source.

4244. And at a very much less expense?—Obviously; because the institutions are already in existence. It would be necessary, of course, under such circumstances, to call in the aid of Government, otherwise you could scarcely have anything like an uniform or proper system carried out by such variable bodies as guardians.

4245. Mr. *Adderley.*] Would they take in the same class of children?—No. I am not speaking of the same class of children; but I think that the children who come out of workhouses are the raw material of our gaol population; and that if they were well brought up there, and by degrees drafted off, too much value could not be attached to the establishment of agricultural institutions in Ireland; for it is clear that we are upon the eve of great dearth of adult agricultural labour. Prices are rising in Ireland. Mr. Dargan, the great railway contractor, told me the other day that he had, in various localities of Ireland, 15,000 men employed, and that he would readily employ half as many more if he could get men fit for their work; their wages are 10*s.* 6*d.* a week, a sum which, as compared with the ordinary wages of Ireland, is high.

4246. Mr. *J. Ball.*] With reference to the statements as to the bad conduct of children committed to any gaol for workhouse offences; in the first place, can you inform the Committee about the average number, or the number, during last year?—I can give the number actually in gaol at this moment. There were 252 workhouse offenders, and 247 who had committed offences immediately upon their discharge from the workhouses.

4247. Are these workhouse offenders the most ill-disposed and troublesome class of children who have been relieved in the workhouses of Ireland?—I presume so.

4248. You are aware that there has been a very large number of children relieved in the workhouses?—Yes.

4249. Descending from about 80,000 or upwards, last year, to about 70,000 at present?—Yes.

4250. And therefore, although the number you state to be in gaol is large, still, when it is viewed in proportion to the large number of workhouses, it does not necessarily lead to the inference that most of the children in workhouses are very ill-trained and ill-disposed?—I take the reports of the governors of gaols. It is, of course, a matter on which I can have no official knowledge, and I must depend on the reports for information.

4251. Do those reports refer to the same individuals who may be considered the worst subjects in workhouses?—Yes; but with regard to the return of the number confined in workhouses, which includes all from two years old and upwards, a distinction must be taken between those who are of an age capable of committing offences and mere infants.

4252. Lord *Lovaine.*] You understood my question as not so much directed to absolute workhouse offences as to the system of vagrancy which is nourished by a want of proper care in the workhouse schools?—Yes; women go with their children into workhouses, and come out *ad libitum*; there is a sort of wandering disposition among them.

4253. Mr. *J. Ball.*] Do you concur with the opinion which has been given by another witness, that it would be desirable to have the power of retaining for two years orphans who are admitted to a workhouse, and not allowing them to take their discharge until they have the means of providing for themselves?—I do.

4254. Would you compulsorily detain them in workhouse schools?—I would, until they were of an age to earn their livelihood.

4255. *Chairman.*] And so of deserted children?—Yes, and so of all children who have no relation with their parents; those who have absconded from their parents, and those whose parents have no settled home, are very much in the same condition, for they do not know where their parents are.

4256. Mr. *Adderley.*] In the gaols to which you have alluded, are the children mixed with the adults on the present system in Ireland?—In some of the gaols they are mixed with the adults. I will give you an instance of what we are obliged to do occasionally from want of accommodation. We sometimes have mixed the tried with the untried, and juveniles with adults, and have thus violated

lated two principles of classification in order to prevent greater contamination. I will take such a case as that which Mr. Berwick described, of a boy committed, we will say, for stealing a turnip; he is sent to prison; and if we were to place him among juveniles, perhaps among young pickpockets or boys precocious and hardened in crime, he would be corrupted; we should infinitely prefer, therefore, under such circumstances, putting him into a cell with two adults who had been convicted of some offence which does not argue any great moral depravity, such as an assault. As a general rule, we have issued the strictest orders to governors of gaols, in all cases where it is possible, to give juveniles the benefit of separation.

4257. What is the mode of education of children resorted to in prisons in Ireland?—There is both industrial training and literary instruction in almost every gaol. In some gaols, however, the literary education is very defective; and the gaols are so crowded, that it is almost impossible to carry out any system of industrial occupation.

4258. Are there school-rooms?—Yes. When I say there are school-rooms, I should state that the day-rooms are sometimes employed as school-rooms, but, generally speaking, there are school-rooms.

4259. And a schoolmaster?—Not always, but the exceptions are very few. I am happy to say that, at our instance, the judges have strongly taken up that question lately, and have insisted on schoolmasters being appointed before they will fiat the presentments of grand juries.

4260. Where do those great masses of children without parents or homes, to whom you have alluded, usually find lodging, or pick up their maintenance?—In Dublin (which is the only place where they are very numerous), they live in miserable lodging-houses. There is not at all the same amount of debauchery (if I may use the phrase,) among the juveniles of Dublin which is to be found in London; there are no penny theatres or low places of amusement; it is not the sensual life which is led in London; they live in cellars, and the only amusement they have, as far as I can learn, is gambling.

4261. And that probably is the produce of thieving?—I fear so. There are ragged schools now established in Dublin; they are of recent institution; and as far as they have gone, have worked well. I was the other day at one of them, and I was surprised to observe the great attention and orderliness with which boys, two-thirds of whom were probably thieves, were attending to their lessons; and at three o'clock many of these boys are turned out into the streets to thieve, and to pass the night in one of the cellars which I have described.

4262. *Chairman*] Are they on the feeding principle, like those of Aberdeen?—They are given one small piece of bread. It shows that these boys are very reclaimable, if they voluntarily spend five hours a day in study and subordination, which would generally be very irksome to a young thief. It can hardly be imagined that they are bribed by a single piece of bread, for they could steal the value of that without much difficulty.

4263. Mr. *J. Ball.*] Can you mention any ragged school to which you allude particularly?—The ragged school in Lurgan-street: and my sole reason for visiting that in particular was, that it has the greatest number of pupils. There are nine ragged schools now in Dublin; and I was informed by the police (the commissioners having allowed me to ask the inspectors to furnish me with a return of the daily attendance) that at these schools there are 664 pupils.

4264. *Chairman.*] That is the aggregate attendance at the whole of them?—Yes. Many of them are of recent institution; and some of them, I believe, are in existence only a few weeks. They undoubtedly have the effect of keeping the boys out of the street for a certain number of hours in the day.

4265. Mr. *Adderley.*] You propose, by way of testing the system, that one or two such institutions should, in the first instance, be established?—Yes.

4266. Of course there must be an adaptation of the law to those institutions; how would you obviate the difficulty, during that transition state, of the law being differently administered in different parts of Ireland?—It would be a difficulty, unless you gave to every judge on every circuit, and to every assistant barrister in each county, the power of committing to this single central prison.

4267. Mr. *J. Ball.*] Would you recommend that the judge, or assistant barrister, should have the power of sentencing juvenile prisoners to such an institution if there were accommodation, and otherwise to give the option of imprison-

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ment in the ordinary way during the transition period?—That would meet the difficulty.

4268. *Chairman.*] Have you considered the subject of making provision in any way for children after they are discharged from institutions of this kind, and have you any suggestions to make on that point?—I was very much struck last year in Paris by the operations of the "Société pour le Patronage des Jeunes Libérés de la Seine;" it is under the presidency of M. Beranger, and it has been wonderfully successful, according to their own returns. They select from La Maison Centrale d'Education Correctionelle de Paris (which is the juvenile prison of Paris) as many boys as they have room for. Some of them are taken out immediately on their discharge, at the expiration of their sentences, and others are taken out conditionally, precisely as at Parkhurst. The society have the power, on requisition to the government, of remitting such juveniles to the penitentiary from which they are taken, in the event of any dereliction of duty, however trifling the offence; and although the scene of their operations is confined to Paris, they appear to have succeeded better than any other institution. The number of cases of relapse only amount to seven per cent., and the society has been in operation several years. Being confined in its operations to the city of Paris, it consequently educates in trades and handicrafts the greater portion of its pupils, who are selected, under the authority of the executive government, from La Maison Centrale d'Education. In a report of this institution for the years 1847, 1848, and 1849, made to the Minister of the Interior, M. Carlier, prefect of police, remarks, "I will not close this report without making mention of the Société pour le Patronage, &c., a society which continues and completes the work of the administration in receiving juvenile prisoners upon their discharge, in devoting itself to procuring for them a suitable mode of existence, and in watching over their future condition, both moral and industrial. It would be, in fact, of little value to the greater number of these children to have imbibed in La Maison Centrale, during a sojourn of some years, principles of order and virtue, if they found themselves, in taking their first steps in the world, exposed to a relapse into their former irregularities from want of experience and support." Again, M. Beranger, in writing upon this institution, says, "It would be presumptuous, however, to attribute these successes to our own merits alone, they are in a great measure due to the ever-active, zealous, and humane co-operation of the master tradesmen of Paris."

4269. When you speak of establishing two kinds of twin institutions, do you contemplate that as many Parkhursts as Red Hills will be necessary?—I think so, but they might be very small; they might be rather, perhaps, in the form of the penal department of the reformatory school. I should be sorry to see the punitive principle disregarded; for I must say that I do not agree with some of the evidence which has been given before this Committee. I think the value of the punitive principle has been very much under-rated. We have reports from every gaol in Ireland, stating that since a severer system has been adopted, particularly with regard to juveniles (for instance, the introduction of the shot drill punishment), the diminution of offences has been very considerable, and that the number of workhouse offences in particular has greatly declined, which is an additional argument for establishing a more stringent discipline among juveniles in workhouses.

4270. Lord *Lovaine.*] Are you of opinion that punishment and reformation should go hand-in-hand?—Yes.

4271. Mr. *J. Ball.*] With reference to any possible provision for young persons discharged from gaol or from a reformatory school, do you see anything else than reliance upon the voluntary support of individuals, as soon as public attention is sufficiently called to it, and that necessity for exertion is brought before the minds of the upper classes?—I think that orphans, who may be considered the children of the State, might be very often advantageously disposed of in the army and navy.

4272. Would you have a special mode of training directed to that object?—No; as there must be discipline officers, such boys might easily be drilled, but they would require but little preparation for the army.

4273. You have stated that there is every reason to expect a dearth of labour in Ireland?—I hear of it universally in making my tours of inspection, and I traverse every part of the country.

4274. Does not that of itself furnish the surest and best prospect of providing for

for the juvenile criminal population, if they can be reformed?—Yes; I consider that their absorption in agricultural employment holds out the best prospect of their reclamation.

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4275. *Chairman.*] YOU reside at Glasgow?—Yes.

4276. Are you a magistrate there?—No.

4277. Have you been a magistrate?—Yes; for three years ending November 1851.

4278. Have you taken a lively interest in the subject of the Glasgow house of refuge?—I have.

4279. Are those houses of refuge for juvenile delinquents?—Yes.

4280. Within what limits of age do you include juvenile delinquents?—We generally decline to take them beyond the age of 14 into the house for boys.

4281. What is the earliest age at which you take them?—From eight to nine years.

4282. Are there two houses of refuge in Glasgow?—Yes.

4283. Is one appropriated to boys, and the other to girls?—Yes; they are in different parts of the city, under the same commissioners.

4284. How are those commissioners constituted?—They are chosen by the city council.

4285. Is the whole regulated by a local Act?—Yes.

4286. Do you remember the date of that Act?—1841.

4287. Have you a copy of the Act?—I have (*handing in the same*).

4288. Is the Act intituled, "An Act for repressing Juvenile Delinquency in the City of Glasgow"?—Yes.

4289. It passed in the year 1841?—Yes.

4290. Prior to the passing of that Act, had there been a society called by the name of the "Society for the Suppression of Juvenile Delinquency in the City of Glasgow"?—Yes, for boys.

4291. Was that society supported entirely by voluntary contributions?—Yes.

4292. Subsequently had there been another house of refuge for girls?—Yes.

4293. Had both those houses of refuge been established and maintained by voluntary contributions before you applied for your local Act of Parliament?—Yes; the one for girls was previously in part a Magdalen Asylum, but after the passing of the Act children were considered the more suitable cases for admission.

4294. Since that time has it been used for both purposes?—Since that time it has been used both as a Magdalen Asylum, and also for very young girls.

4295. Criminal children?—Yes, and those who are likely to fall into crime.

4296. The Act itself was passed in the year 1841?—Yes.

4297. Does the Act constitute a Board of Commissioners for the Suppression of Juvenile Delinquency in the City of Glasgow?—Yes.

4298. Does that Board consist of the sheriff of the county of Lanark, the Lord Provost of Glasgow, the dean of guild, the deacon convener of the trades, and some other public officers?—Yes; the individuals named are the only public officers in the Board.

4299. Those are Commissioners *ex officio*?—Yes.

4300. Besides those Commissioners, are there 45 other persons, inhabitants or persons carrying on business within the boundary specified in the Act?—There were 45; but in a subsequent part of the Act we were permitted to reduce them to 27, and now the number is 27.

4301. Those official persons, and 27 of the class you have just described, constitute the Board of Commissioners under this Act?—Yes.

4302. Are the houses of refuge visited by those Commissioners?—Yes.

4303. Are they empowered by the Act to complete, maintain, and extend the houses of refuge, and receive inmates?—Yes.

4304. Is there power also under the Act of receiving such young persons as the Commissioners think fit, who shall request to be received into the same, and consent to become inmates thereof?—Yes; it is entirely voluntary.

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4305. Is that request to be notified in a particular manner, and to be satisfactory to certain persons who are described?—Yes.

4306. Is the 20th section of the Act to this effect: "That if any person under the age or appearing to be under the age of 12 years, who shall be brought to trial for any offence or offences, before the Lords Commissioners of Justiciary sitting in circuit in Glasgow, or the sheriff of Lanark, or his substitutes acting in the Lower Ward of said county, or any of the magistrates of Glasgow, Calton, Anderston, or Gorbals, or of Her Majesty's justices of the peace acting in the Lower Ward of the said county, shall, with the concurrence of the Board, previous to conviction, pray to be admitted into one of the said houses of refuge, and consent to become an inmate thereof instead of abiding his or her trial or sentence, it shall be lawful for such judges, sheriffs, or other magistrates, as the case may be, if they shall see cause, to discharge the proceedings against such offender, on condition of his or her becoming an inmate of the said house of refuge for a specified period, and to interpose their authority to the admission of such person into such house of refuge, and to grant warrant for his or her safe conveyance to, and delivery thereat, by a writing under their hands respectively, in the form or to the effect set forth in Schedule (B.) to this Act annexed; and it shall be lawful for the Board to receive all such persons as inmates of the said houses of refuge, and to detain them therein during the period specified in such writing"?—Yes.

4307. By the 21st section, are the Board of Commissioners to "have the sole power of determining the fitness or unfitness of every party for admission into the said houses of refuge; and it shall be lawful to them to discharge and dismiss any inmate if and when they see cause so to do"?—Yes.

4308. Is there, then, a power to the Commissioners to make rules, orders, and bye-laws for the government of the inmates?—Yes.

4309. By the 25th section, is it enacted, "That for defraying the costs and expenses to be incurred in carrying this Act into execution, it shall be lawful to the Board, and they are hereby authorised and empowered to raise such a sum as shall be sufficient to defray the said costs and expenses, by rateable and proportional annual assessments upon the tenants or occupiers of all dwelling-houses, shops, warehouses, counting-houses, cellars, stables, stalls, mills, factories, mines, quarries, lands, tenements, and other heritages, excepting as after mentioned, within the limits of the city of Glasgow, as such limits are described and specified by an Act passed in the third year of the reign of his Majesty King William the Fourth, intituled, 'An Act to amend the Representation of the People in Scotland,' according to the annual rental or value of such dwelling-houses, shops, warehouses, counting-houses, cellars, stables, stalls, mills, factories, mines, quarries, lands, tenements, and other heritages; and the sums so to be assessed shall be payable by and recoverable from the tenants or occupiers of the same; but such assessment shall not, in any one year, exceed 1 *d.* per 1 *l.* upon the rent or annual value of the dwelling-houses and others before mentioned"?—Yes.

4310. Is there, then, a provision as to the means of making the assessment by certain resolutions?—Yes.

4311. Does the 28th section provide, that if any person shall refuse to pay the rates or assessments, a warrant may be issued to seize his property?—Yes.

4312. Have the Commissioners power "to borrow and take up at interest, for the purposes of this Act, any sum or sums of money, not exceeding in all the sum of 7,000*l.* sterling, at any one time, on the credit of the rates or assessments hereby authorised to be raised; and to assign such rates of assessment"?—Yes.

4313. By the 34th section, are the Commissioners empowered to "apply the whole of the moneys which they shall receive from the present directors or trustees of the aforesaid house of refuge for females, or from any person on their account, towards the completion and extension of the aforesaid house of refuge for females in the Parliamentary Road of Glasgow, and apply the whole other moneys to be received by them in virtue of the provisions of this Act towards the uses and purposes generally of this Act, and to no other use or purpose whatsoever"?—Yes.

4314. Are annual accounts to be made up?—Yes.

4315. Mr. *Miles.*] Are the Committee to understand that the rate allowed to be assessed by law is not one penny on the whole rent, but that it is one penny in

in the pound on the rent?—One penny in the pound on the rent; that is to say, if the rent is 20 *l.* the rate is 20 pence. It is only on rents of 12 *l.* and upwards.

4316. *Chairman.*] Then the funds for the support of these institutions are now obtained under the powers of this Act of Parliament?—Yes.

4317. Are there any voluntary contributions in aid of the assessment?—Yes; sometimes we do get legacies and donations; but as there is an assessment, we do not calculate on receiving much in that way.

4318. And perhaps you have no list of annual subscriptions?—We have had a subscription list since the passing of the Act. In order to carry out the plan a little more extensively, by taking in a few more boys, a number of gentlemen consented to give 10 *l.* a year for three years.

4319. Your only regular resources appear to be funds derived under the power of assessment given by the Act of Parliament?—Yes, and what we obtain for the board of certain boys.

4320. Will you explain that?—There are a number of boys who are admitted on payment of a board; parents or friends, or benevolent persons may wish to get a boy admitted who is in danger of going to destruction; they apply to the Commissioners, and if there is room, and the case found to be a suitable one, the boy is admitted upon a certain board, as the circumstances may be.

4321. Do you make, as it were, an agreement in such a case?—Yes.

4322. For the whole expense, or a part of it?—For a part of it usually. If the house is not full and the case urgent, the boy is admitted upon payment of a sum of 5 *l.*, or a small weekly rate.

4323. Have you mentioned all your pecuniary resources?—There is also the revenue from work which is done in the house.

4324. Will you describe how a case is admitted into the house?—The greater number of cases come from the police courts; a boy is brought before the magistrate, and if known to have just begun to go astray, the magistrate, seeing his danger, puts the question to him, whether he would like to go to the house of refuge. Very often a boy refuses to go to the house, because he has the idea of being confined there for a lengthened period; the magistrate advises him to go and to conform to the rules. If the boy agrees, the magistrate signs a Schedule, which is given at the end of the Act, stating the boy's willingness to go to the house for a period fixed by the Commissioners. If the house is not full the boy is received and his case considered by the Commissioners, and after a few weeks' probation he is admitted or rejected by them. A boy comes before the magistrate (which is often the case) who has been frequently convicted; he is almost sure to refuse going to the refuge, because he cannot have his liberty. The boys who are more likely to go, are those who are just on the threshold of a course of crime.

4325. Those are the boys who come before the magistrates?—Yes. There is another class of boys who do not come before the magistrates for any crime committed at the time, although they may have been guilty privately; these are brought before the magistrates to give their assent to go the house, in which case the magistrate signs the Schedule, and the boy comes up before the Commissioners.

4326. Do all the boys who come to the house of refuge go to the magistrate in the first instance and obtain his sanction, as it were?—We generally send them to the magistrates to obtain their sanction before they come. Some boys apply personally, who perhaps have got tired of crime, and beg to be admitted. Of course, those boys must appear before the magistrate or a justice of peace also, before we can get them fixed for the lengthened period, by giving their consent to remain.

4327. Generally speaking, do the boys go before the magistrate in the first instance, and then come with a certificate from the magistrate to you?—Yes.

4328. Are there different forms of certificates applicable to different cases?—Yes.

4329. Do the Commissioners exercise a discretion as to admitting a boy?—Yes, they have to consider the position of his parents; if his parents are able to pay, they insist on their paying a board; if the boy is not a proper subject for the house he is not admitted. There may be cases of an anxiety on the part of parents to get their children off their hands, and we are very jealous not to admit such cases.

4330. Then the Commissioners do exercise a discretion?—Yes.

4331. They do not consider themselves as bound by the certificate of the magistrates?—Not at all; many of the cases which are sent up are returned to the police court again. The magistrate does not know whether we have room in the house or not; he merely exercises his authority so far, and the Commissioners consider the case.

4332. Supposing you determine to admit a boy, how long is he detained?—The Commissioners meet once a month at the house, and oftener, if necessary. The boy is detained by the governor, and kept separate from the other boys; he has a bedroom to himself; the governor has frequent conversation with him; he tries to get out of him the truth; and to learn his history as much as possible; he deals kindly with him, and tries to draw him out. After a little time he is perhaps permitted to go out, under the charge of another boy, in whom we have confidence, to take exercise in the ground, and to have explained to him the nature of the house. In this way he is kept, perhaps, two or three weeks; and when the governor finds that he has got all the truth out of him, and that he is likely to be fit for mixing with other boys, his case is brought before the Commissioners at their first meeting; his past history, which has been taken down, is read over, and any information obtained as to his parents or relatives is stated; if he is found to be suitable he is admitted and passed; he is then brought before the Commissioners, and confirms anew his apprenticeship by signing his name or making his mark in presence of the Commissioners upon the Schedule.

4333. Do you find many cases of refusal to do that, on the part of the boys?—Many cases who come before the police courts refuse to submit.

4334. Have they sometimes gone through the first stage, and when you call upon them to sign their names have they refused to do so?—After they have gone through the training for two or three weeks they are generally willing to sign; they are satisfied with the house; they have been taught to understand that it is for their good; and that the great anxiety of the Commissioners is to train them well, and give them a trade, and be kind to them. Cases of refusal to sign are very rare.

4335. How long do they generally stay with you?—By the Schedule which the magistrates sign, the term generally is for seven years. The period is not specified in the Act, but the Commissioners consider that seven years is the best period to take a boy as an apprentice into the house. If the boy is a little older, the period may be shorter by one or two years, but seven years is the usual period.

4336. By the Act, is there a discretion of fixing the time given to the Commissioners?—Yes.

4337. In the exercise of their discretion, do they generally choose seven years as the proper period?—Yes, as seven years is the common period for a boy going as an apprentice to a shoemaker, or a tailor, or any other similar trade. In the first instance, we used to take them for three years; but we found that did not work well, as in the case of a boy coming in at 10 years of age, when the three years had expired he was not in a fit condition to go out; he was apt to become restless, and to demand his liberty. The period of seven years, therefore, was substituted, and now we have no difficulty.

4338. What is the kind of training you give the boys?—Education and industrial training are the two main points of the business of the house. Every boy in the house, however young, must pass a certain portion of each day at some prescribed work, and a certain portion is occupied in education.

4339. What kind of industrial occupation is adopted?—We had some difficulty in obtaining work for the very young boys until lately, when observing in London the sale of firelighters, it struck us that this would be a very nice occupation for our boys, it being so simple; we obtained the necessary information accordingly from London, and apparatus for carrying it on.

4340. Do you mean a kind of fagot?—Yes; split up and put in small round bundles. It now forms an excellent way of working our little boys; we have about 70 thus occupied daily.

4341. Are the firelighters sent up to London for sale?—No, we sell them in Glasgow. The manufactory is now established, and we have a large trade going on through the city; I believe many of the inhabitants consider it a great advantage, obtaining supplies of that article.

4342. You have a large demand for firelighters?—Yes.

4343. Is there any other kind of industrial occupation?—Boys are generally anxious to learn a trade; we have shoemaking and tailoring and weaving going on; we have also farming and gardening operations; a few acres of ground in the neighbourhood, and a large garden round the house, are cultivated by the boys.

4344. Is the shoemaking and tailoring confined to the purposes of the establishment?—No; the trades carried on are all with the view of profit.

4345. You carry on the business?—Yes; we carry on the different trades in a systematic manner, with the assistance of foremen to conduct the work and teach the boys. There are five shops for tailoring, and six for shoemaking, with eight to ten boys and a foreman in each.

4346. You spoke of having some land?—We have a little bit of land in the country, which we cultivate by spade labour.

4347. Are the houses of refuge in Glasgow?—One of them is in the suburbs, the other in town.

4348. What is the quantity of land you have?—We rent a few acres in the neighbourhood, and occupy from 20 to 30 of the boys in planting potatoes, turnips, &c. It is a healthful exercise for them, and they enter into it with great spirit. The land is about two miles from the house. We are not at all afraid of their running away.

4349. Have you had many cases of boys running away?—We have very seldom a case of a boy running away after he has become fairly established in the house, and feels that he has a home and friends there.

4350. The Act itself was passed in the year 1841, and therefore the institution under the Act has now existed 12 years?—Yes.

4351. Before that period, you state there was a voluntary institution?—Yes; the house was got up by voluntary contributions; I believe the house and ground around it cost upwards of 10,000*l*. I refer to the house for boys.

4352. How long had it been in existence before the passing of the Act of Parliament?—It was opened in 1838.

4353. Then you have had 15 years' experience of the system?—Yes.

4354. What is the educational training that you give the boys?—The common branches of reading writing and arithmetic; we have a teacher, and an assistant teacher, who manage the education.

4355. What is the religious training?—The Scriptures are read in the school, and a Bible lesson is given daily. Every boy in the house, whether he can read or not, has to commit to memory a verse of the Bible every day; and on the Sabbath day, the governor, who is a Christian man, makes the boys repeat the verses they have learned during the past week, and explains their meaning, besides other exercises.

4356. On Sunday, do they go to some place of worship, or is there service in the house?—We have no service in our own establishment, except a sermon once a month by one of the clergymen of the city on a Sunday evening. Almost all the boys go to a place of worship in the city twice every Sabbath, and this is one of the very best symptoms of their contentedness, they march to a church perhaps half a mile distant, where seats are provided for them, and where their orderly conduct and attention give much satisfaction to the other worshippers in the church.

4357. What kind of punishment do you adopt for faults committed by boys in the institution?—The punishment, in the first instance, is perhaps depriving them of a little of their food; they get a biscuit in the forenoon; and as a slight punishment, we deprive them of it. If the offence is more serious, we deprive them of their supper, or it may be of their dinner; or they may be shut up in a room by themselves for a day or two; it depends on the nature of the offence. In the school a boy is punished by being kept from play.

4358. Have you corporal punishment?—We have a little corporal punishment, such as a few stripes on the hand; and if the offence is aggravated, a boy gets a more severe whipping, in the presence of the governor.

4359. Do you employ monitors?—Yes, there is a monitor in every workshop, who has to report on the conduct of the boys. Two monitors are over every large dormitory; of these there are five with 26 beds in each; and one monitor over the small dormitories, containing six beds in each. These all report to a superior monitor, who is called the captain. The governor in this way gets a thorough knowledge of all that is going on in the establishment.

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4360. What is your system of reward or encouragement for good conduct?—One great point is, in the first place, to try to make a boy feel at home, as in a family, dealing kindly with him, and showing that we feel an interest in his case; the governor frequently converses with him, and encourages him to come and ask advice from him We sometimes give the boys a little treat, such as a short walking excursion into the country, or perhaps a sail down the river in a steamboat, or take them to visit the Botanical Gardens or Museum, or other such innocent recreation. Another encouragement is, that those that are steady and do well get a Sunday suit of clothes for attending church; and being permitted to go to church is considered a mark of approbation. We do not carry on any system of money rewards or wages paid to the boys for work.

4361. What is the nature of the diet?—The diet is very humble, but very substantial. It consists in the morning and evening of porridge and buttermilk; they get a biscuit in the forenoon; at dinner, they get, on some days, peas soup; and on other days, soup made with vegetables and ox heads, or other parts of the animal.

4362. Of whom does your staff of officers consist?—We have a governor to superintend the whole establishment, with a clerk to assist him with the accounts; a superintendent over the tailoring department, and one over the shoemaking. There is a foreman over each of the workshops of these departments; a foreman also over the weaving, and one over the wood-splitting; besides, there are five men attending to other duties, and several female servants for the culinary department, washing, &c. In the school, we have a head teacher and an assistant. I may remark, that one of the foremen of the tailors, and one of the men for other duties, were, at one time, boys trained in the establishment.

4363. What is about the cost of the boys per head, including every expense?—Including the interest of money and all expenses, it was, for last year, 7*l.* 15*s.* 2*d.* for each boy.

4364. Lord *Drumlanrig.*] Does that include the land you have rented?—The land we rent is trifling; it only costs 20 *l.* a year.

4365. Sir *J. Pakington.*] What is the quantity of land?—About five acres.

4366. *Chairman.*] You are now including all the expenses?—Yes, everything connected with the establishment. If you deduct the interest of money and sums paid for emigration, it comes to 15 *s.* below that.

4367. You have not yet given the maximum number of boys?—We consider that according to our present means we can take 200 boys and 200 girls in the two establishments, and that number absorbs all our revenue. The house can contain 220; we have 209 at present; we had lately 220, but 11 boys have since been sent to Canada.

4368. Are you generally full?—We have been full for some time, and have been sometimes obliged to send boys back to the police offices, with nothing before them but again to plunge into crime.

4369. How are the boys ultimately disposed of at the end of the seven years?—We do not keep them generally so long; we have a power of dismissing them whenever we choose, and the average period may be considered three years. When a boy has been in two or three years, if he has given evidence of being reformed, we may obtain a situation for him, or his friends, perhaps, take him out, providing for him some situation. One of our difficulties is, how to dispose of the boys, and that has led us to think of Canada as a very desirable place for them to emigrate to. Accordingly, within the last two or three years we have sent from 40 to 50 boys out to Canada, and have paid the expenses of their outfit, and sent them to a friend, who has provided situations for them.

4370. Have any of them got situations in Glasgow?—Yes.

4371. How have they turned out generally?—Within the last two years 85 boys have left the establishment, and have turned out very well in general. Only one of those who have left the house has been re-committed before a magistrate.

4372. Lord *Drumlanrig.*] Have you received any account of those who have emigrated to Canada?—Yes; we have had accounts occasionally of some of the boys doing well; others leave their situations and we do not hear of them again. We are very well pleased that they are away from old associates in Glasgow.

4373. Are they mostly Scotch boys?—Yes.

4374. *Chairman.*] Have the results generally of the system adopted in these houses

houses of refuge been favourable during the whole of their existence?—During these latter years the results have been favourable. Within the last three years we have made investigation with respect to 100 boys who have left the house, and we find that upwards of 70 of them are doing well; we learned that nine were gone back to old habits, and of several we did not get a distinct account. Thus, taking into account a proportion of those of whom we were doubtful, we considered that 80 per cent. were doing well.

4375. To your knowledge, has this institution been brought under the notice of the judges in Scotland?—Yes; Lord Moncrieff and Lord Justice Clerk visited the house a few years ago, and they were highly pleased with the system. I may say that now the house is in a much better condition than it then was. We have had changes of governors, and the system was not so well understood until within these few years, when a very benevolent man (Mr. Clark), who is a cotton-spinner in Glasgow, took up the question, and gave almost his whole time to the management of the boys. I believe he was many times seven, or eight, or ten hours a day in the house, and was a complete amateur governor; he brought the establishment into a highly-improved state, and that through a system of great kindness. His own factory is in admirable condition, and his male workmen rarely think of leaving him; they are a community in themselves; the same good feeling he carried into the house of refuge, and an amazing effect was produced on the boys. He has been in poor health, and has not been able of late to give much attention to the house; but we have been fortunate in obtaining a governor of a similar spirit, who conducts matters very much in Mr. Clark's style; and we consider the house, now, in a high state of efficiency.

4376. At present, are your funds sufficient for your wants?—Our funds are very far from being sufficient, inasmuch as we cannot take beyond 200 boys without getting into debt, according to the calculations we have made.

4377. Have you gone up to the limit of the assessment allowed by the Act of Parliament?—Yes. The assessment produces about 3,000 *l.* a year, and that, with the amount we make by work and board, has enabled us to take in as many as the 200.

4378. Lord *Drumlanrig*.] How many applications, on an average, are you obliged to refuse during the year?—I cannot state the number of applications we have lately been obliged to refuse; but we have had frequently to refuse cases. We have not funds for more than 200; but the feeling of the Commissioners was, that we should go on taking in as many as the house could contain, as it was a sad thing for poor boys being cast again among vicious companions and lost. We have taken in more than 200 on that account, at the risk of increasing our debt.

4379. Lord *Lovaine*.] When you speak of the fitness or the unfitness of applicants, do you refuse cases where there is disease?—Yes; we do not like to take in such cases.

4380. You have stated that a considerable number of children refuse to take advantage of the institution; do a great number still remain in the streets?—A great many.

4381. And therefore it is not a cure to juvenile crime in Glasgow?—It is to a considerable extent a cure; if we had funds much more could be done.

4382. You exercise no compulsion on these children?—No.

4383. Will not a large number still refuse, under any circumstances, to avail themselves of the advantages which are offered by the institution?—A great many will do so, unless the magistrate has the power, which he has not at present, of sentencing a boy to some such institution.

4384. Would you give that power?—We should not like to have this institution assume anything like the shape of a prison, but if the magistrate had the power of sentencing to a prison for a longer period than 60 days, a number of boys would, I think, be likely to come to this house in preference to going to prison for a period of twelve months. A boy comes to think nothing of going to prison for 60 days, and therefore he does not choose to come to the house of refuge, because he will soon be at liberty again.

4385. The committing magistrate does not specify any period for which a boy is to be sent to you?—He fills up a Schedule, specifying seven years as the term that a boy must agree to, and of course it is left to the Commissioners whether they will accept him or not.

4386. The magistrate does not exercise any penal jurisdiction in such a case?—No.

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4387. He does not compel the boy to go up?—No.

4388. *Chairman.*] Is the period which he specifies in the Schedule subject afterwards to alteration, at the discretion of the Commissioners?—Yes.

4389. Lord *Lovaine.*] Have you found any difficulty as regards sectarian differences?—No. It is considered such a manifest advantage to a boy who has been in the streets, in the way of crime, to get into the house, that we do not find any parties interfering with him.

4390. Is there not a large number of Irish in Glasgow?—Yes.

4391. And of course a large number of Roman-catholics?—Yes.

4392. And you find no difficulty with regard to sectarian differences?—We have a few Roman-catholic boys in the house, but they conform to what is going on in the establishment. There is no sectarianism taught in the house.

4393. They go to a place of worship?—Yes, to a Protestant place of worship.

4394. Sir *J. Pakington.*] You have stated that the number of inmates in the house was 200 boys and 200 girls?—Yes, we consider that is the extent to which we can go with the revenue which we possess.

4395. Are they all in one house?—No; the house for boys is in the suburbs, that for girls in the city.

4396. Do you find that there is as great a demand for admission on the part of girls as there is on the part of boys?—No, there are not so many girls brought before the police courts for crime as there are boys.

4397. Is the female establishment generally full?—The female establishment is as full as we can afford to take them; but the house is large enough to enable us to receive 40 or 50 more.

4398. You have stated that the rate per head for a boy was 7*l.* 15*s.*?—Yes.

4399. Is the maintenance of the girls equally costly?—No, the cost of the girls is about 5*l.* 0*s.* 7*d.* a year, for everything.

4400. Did you buy the houses, or rent them?—They were both built for the purpose by voluntary contribution. The feeling was so general at the time, in behalf of these poor delinquents who were going about the streets, that a large subscription was entered into, and the houses were built at a very considerable cost.

4401. Then the houses being paid for, and the cost per head of the children not being more than you have stated, your total expenditure would be under 3,000*l.* a year?—The annual expenditure comes altogether to considerably more than 3,000*l.* a year.

4402. What is your annual expenditure?—We do not take into account anything connected with the building or furniture in estimating the cost of an individual; but all necessary current expenses and salaries are included.

4403. What is your average annual expenditure for the two establishments?—We expend all the revenue we get, amounting to 3,000*l.* a year, and all that we make by our trades, and for board, &c.

4404. What does that amount to?—The amount last year expended on the two establishments was about 4,100*l.*

4405. You were understood to state that you are limited in your power of local taxation to the amount of 3,000*l.* a year?—Yes; that is a penny per pound on rental, which yields about that sum at present.

4406. *Chairman.*] Is this a statement of your balance, showing the "Revenue and Expenditure of the Glasgow Houses of Refuge, for Year ending 30th June 1852"?—Yes.

Vide Appendix.

4407. Is it an accurate statement?—Yes. (*The Witness delivered in the same.*)

4408. Sir *J. Pakington.*] Do you in any case call upon the parents of children to contribute towards the cost of their maintenance in the establishment?—Yes; a considerable sum arises from payments for board received from parents and others.

4409. On what system do you call upon parents so to contribute?—It depends a good deal upon the condition of the parents. If the parents are able, we require them to pay about 3*s.* a week, or 13*s.* a month.

4410. Do you find difficulty in obtaining contribution from the parents?—Frequently the parents are of that degraded character that we have a difficulty in getting anything from them.

4411. Has there been any serious amount of objection felt on the part of the ratepayers of Glasgow to contribute for this purpose?—I think not, latterly.

latterly. The houses are better appreciated than they were, and the rate is only 1 *d.* in the pound upon houses of 12 *l.* and upwards; so that it does not go down to the lower classes.

4412. You would say that, generally speaking, it is willingly contributed?—Yes.

4413. The object is thought worth the cost?—Yes; I suppose there is no rate in Glasgow which is so cordially paid.

4414. You were understood to state that the accommodation you have for 200 boys and 200 girls, is not sufficient for the requirements of Glasgow for juvenile persons, who are proper objects of the institution?—It is by no means sufficient, more especially for the boys.

4415. Do you think that if the Government of the country were disposed to grant aid on condition of greater accommodation, greater local payment, and greater local exertion, the town of Glasgow would be willing to contribute an increased amount of rates in order to meet the requirements of the inmates?—That is a difficult question to answer. I think the inhabitants of the city are contributing so much already, that the advantage which would accrue should be considered as an advantage to the country at large, in preventing the necessity of punishing crime by transportation or otherwise; therefore the Government ought largely to supplement our present assessment.

4416. Looking at your Act, it appears that there are two classes from which your institution is filled, namely, children who have not been charged with crime, who may demand to be admitted, and children who are charged with crime, who may demand to be admitted to the institution, instead of taking their trial for their offences?—Yes.

4417. Are the Committee to understand that you do not admit into your institution children who have been convicted of crime before a court?—We do admit such children; a part of those that we get are from prisons. A boy has perhaps been in prison for a period; and if he is a young boy, we sometimes take an opportunity of getting the house of refuge brought to his attention; and if he would like to come there, instead of going to his old companions, his case is taken into consideration by the Commissioners.

4418. Then, in point of fact, you take children who have been convicted?—Yes; we do not consider it an objection, although they may have been several times in prison.

4419. When you take children after conviction, do you take them after the expiration of the sentence which has been passed by the court, or do you admit them into the institution in lieu of being sent to prison?—If the judge puts the question to a boy, whether he would like to go to the house of refuge instead of standing his trial, we take him, in that case, before the trial.

4420. Do you admit to the institution children who have been convicted before a court of justice of felonies or other serious crimes?—We do.

4421. You draw no distinction of that kind?—No.

4422. You have stated that you have sent some children to Canada, and that you have apprenticed some?—We hold it out as a great boon granted to those boys who are sent to Canada. There is a great anxiety among many of the boys to emigrate.

4423. Do you make it a rule to retain children in the institution until you can dispose of them satisfactorily, either in service or by emigration?—The period of seven years is so long, that generally we do not send them out until we are satisfied they are going to some proper employment.

4424. Do you make it a rule not to send them out until you can place them to your own satisfaction, at some place where they are likely to do well?—Yes, generally.

4425. Are the instances rare in which you keep them for seven years?—Yes, very rare; we do sometimes retain a boy even contrary to the wish of parents or friends, if he is not in a fit condition to go out.

4426. Does your Act enable you to keep them in that case?—I am not perfectly certain on that point.

4427. Lord *Drumlanrig*.] You have stated that you admit to the institution children who have not committed any crime, as well as those who have committed crime?—We do not profess to take any who are merely destitute, except they are in such a position that they will inevitably fall into crime, because that would be interfering with the Poor Law Board; but boys who have gone with bad

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bad companions, and have begun to pilfer, perhaps from their friends, although they have not appeared before the police courts, we consider eligible subjects to be admitted to the institution.

4428. Mr. *Miles*.] I hold in my hand the balance-sheet which you have put in, and which appears to be the "Revenue and Expenditure of Glasgow Houses of Refuge, for year ending 30th June 1852;" and I find that the house for males is separated from the house for females; I find likewise the "Net proceeds of work" charged to the males is 390*l*.; and the "Board of sundry inmates," 281*l*. Can you generally look to these receipts as the receipts one year with another, or have they been excessive in this year?—I do not consider the receipts for last year excessive; the house at present is in fully as good working order as during last year.

4429. Looking at the present state of your house, do you think you may always calculate upon such assets hereafter?—Yes.

4430. I find also that on the debtor side you have deducted from the sum you have given the Committee as the annual charge of each male, several items; for instance, you have deducted, "General charges, including repairs, coals, gas, and allowance for wear and tear of furniture;" and likewise, "Interest on bond over buildings"?—We have only deducted the cost of new furniture, and the additions or alterations on the building, these being extraordinary charges.

4431. My reason for putting the question is, that I find there are two sums, one of which states it to be 10*l*. 10*s*. 8*d*. each; and then you deduct the "Interest on bond over buildings," and you work it out as 11*l*. 2*s*. 4*d*.?—That is merely a matter of private calculation; the last-mentioned sum shows what is the cost of each boy, taking into account even the interest on the debt; that is the gross cost, without deducting the proceeds of work and board; these, when deducted, reduce the sum to 7*l*. 15*s*. 2*d*.

4432. It would so come out if you took out all these charges?—Yes.

4433. May not these be called establishment charges?—I do not think the interest upon the debt could be called an establishment charge, because there should be no debt upon it.

4434. Your charge for education is 127*l*. 3*s*. 7*d*.; is that merely for the educational part of the establishment, or does it include anything else?—It includes teachers' salaries, books, and so forth. We pay 100*l*. a year to the head teacher.

4435. Have you found since the establishment of this refuge in Glasgow, that the commitment of children to prison has very much decreased in Glasgow?—It is difficult to say that, because the increase in the population of the city is from 8,000 to 12,000 a year, and a great proportion of that increase is among the lower orders.

4436. Has it decreased proportionably at all to the previous increase of crime?—I cannot answer that question.

4437. Owing to the great increase of population in Glasgow, although a refuge for 200 males and 200 females may have been sufficient seven or eight years ago, you do not consider it sufficient now to carry out your system?—Decidedly not.

4438. To what extent, for the purpose of thoroughly carrying out your system so as to make it, as it were, a nursery for the prevention of the increase of crime, do you consider it would be necessary to increase your building?—I think, at all events, we should have accommodation for 200 more boys; perhaps 100 more by extension of present building, and another 100 in the country to be engaged in farming operations.

4439. And it will be necessary to increase your quantity of land?—Yes; the quantity of land we have is a mere patch; we cannot speak of it as a farm at all.

4440. Taking the increase of the population of Glasgow, do you conceive that if you were to double your establishment, both of boys and girls, it would have a moral effect on the juvenile criminal population of the city and country around Glasgow?—There is no question of it.

4441. That you are able to state from what has taken place, to your knowledge, as far as you have gone?—Yes.

4442. Sir *J. Pakington*.] How far is your land from the house?—About two miles.

4443. Do the boys go from the house to the land to work, and take their provisions with them?—Yes, or return to the house for their food.

4444. Is not that practice productive of a good deal of inconvenience?—Yes. We cannot get land close to the house, in consequence of the expense of land about the city.

4445. If you were enabled to extend your operations, would you desire to do so in the shape of having a distinct agricultural establishment, with a house on the spot?—Quite so, and in connection with the establishment in town, so that it could be under the same management.

4446. Mr. *Adderley.*] Do you think that any general Act could be passed for the purpose of establishing such refuges generally, or do you think that local Acts are the best means of attempting to establish them?—We have the experience of a local Act working well; but the magistrate should have power to sentence to imprisonment for at least 12 months, and to offer the house of refuge as an alternative.

4447. Is any other power required besides those which you have mentioned?—I should not exactly like to see a magistrate sentencing a boy to the house of refuge, because that puts it in a different position from that in which we look upon it, as being a sort of institution for reformatory purposes. It would be looked upon more in the light of a prison if the magistrates sentenced to it.

4448. *Chairman.*] Is there a third means by which it might be effected, namely, by passing a general Act of which any locality might avail itself if it thought fit, the sense of the community being determined in some particular way?—Yes; such an Act would be desirable; but Government ought to supplement such local assessment, seeing that, by this means, crime would be prevented, and the heavy expenses consequent on crime saved to the nation.

4449. Mr. *Adderley.*] In your opinion, or in the opinion of persons in Scotland who have turned their attention to the subject, which would be the best mode of obtaining legislation for the purpose, a local Act, a general Act, or a permissive Act?—Probably a local Act connected with a general Act.

4450. Are you aware whether there was much trouble or opposition in the introduction of the local Act to Glasgow?—When we attempted to get a local Act, a public meeting was called in Glasgow, in order to ascertain the views of the inhabitants; and the consequence was, that a large body of Chartists congregated, and carried a motion in opposition to the object. The opinion of the public meeting was, that there should be no local Act; but the fact is, that the great body of persons present were parties who would have had nothing to pay, because the assessment was only to be on rents of 12*l.* and upwards.

4451. How did you overcome that opposition?—I believe that opposition was instrumental in our getting the Act, because it looked so perfectly absurd an opposition by a class who were not likely to pay the assessment. The Bill, we understood, passed very readily.

4452. Was the Bill opposed in Parliament?—I am not sure.

4453. Are the Committee to understand that children are sent to these houses of refuge for indefinite terms?—Seven years is the period we fix on taking them in.

4454. *Chairman.*] You do not extend the period beyond seven years?—No; seven years were fixed as the term, more with a view of impressing on a boy that he was our servant for seven years, and had no right to leave the house when he chose.

4455. And, as you said before, to liken it to the case of apprenticeship?—Yes.

4456. Mr. *Adderley.*] Is the term limited to seven years by the Act?—There is no term specified by the Act.

4457. Is there anything to prevent the Commissioners detaining a boy for ten years?—If a parent insisted on having a boy out before the termination of so advanced a period, I have some doubt whether we could detain him.

4458. Does the Act refer to children under the age of 12 years?—No; there is no limitation of the age; it mentions 12 years in the case of those who are not convicted; but we take them in generally to 14.

4459. What is your opinion as to the proper limit of age?—I think 14 or 15 is a very suitable age; sometimes a boy may be a little beyond 14. A case occurred of a boy who was very anxious to leave the house, and who was doing no good in it; he was restless, and we allowed him to go; that was two or three years ago. After he had run his course of crime, and had been in prison several times, he lately requested to get another trial. We had pity upon him, and took him

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him in; that boy is now behaving well, and appears contented and happy; he must be 17 or 18 years of age.

4460. Supposing a child to be admitted to your refuge, and all proceedings discharged, and that he absconded from your institution the next morning, what would happen to him?—If he absconded, he would abscond with the clothes of the house, and information would be given to the police; if the police caught him, he would be taken up as a felon, and would be taken back again to the house, and punished there, or he might be returned to be dealt with by the magistrate.

4461. When you spoke of 7 *l.* 15 *s.* being the cost of a boy's maintenance, do you mean net cost, or gross cost?—Net cost.

4463. *Chairman.*] The Table you have handed in shows it precisely?—Yes.

4463. Sir *J. Pakington.*] The Table you have put in shows that the cost of the boys per head comes to 10 *l.* or 11 *l.*?—In calculating the net cost, we take into account the revenue arising from work, also the amount received for board; the sum referred to is the gross rate.

4464. Mr. *Adderley.*] Suppose a case in which a parent, in your opinion, ought to pay, and could pay for a child, but would not pay, would you keep the child under those circumstances?—It depends a great deal upon the circumstances of the parent; if the parent is a worthless parent, and is likely to allow the child to go to destruction, the child would probably be kept.

4465. Are you not afraid of that being an encouragement to vicious parents to neglect their children?—It is perhaps the least of two evils. If a child is left with a vicious parent, he is likely to bring up his child to crime, and therefore we think it better to keep hold of the child.

4466. Would it not often tempt a vicious parent to spend money in drink, which might be sufficient for the care of the child?—I think it is very likely that the cause of many of these children going astray arises from the drunkenness of parents; they become careless about their children, and suffer them to be vagrants on the streets, the associates of bad boys; and we could not expect, by returning a child of this kind to his parent, that he would make him any better. There is, no doubt, a danger, to some extent, of parents trying to get quit of their children in this way.

4467. How are the primary national schools in Scotland supported?—We have no national schools in Scotland; we have parish schools in the country districts.

4468. How are they supported?—By a certain assessment on the land, in the same way that clergymen of the establishment are supported.

4469. Is that a similar assessment to that which is made under the local Act?—It is not. In the city we have no assessment for schools; many of the schools in the city are connected with congregations, which support them.

4470. Are they voluntary institutions?—Yes; there are also numerous other schools in the city, self-supporting; a teacher sets up a school on his own account.

4471. Lord *Drumlanrig.*] Have any causes come under your observation in Glasgow as leading children to go astray?—A main cause I consider to be the drunkenness of the people, and consequent carelessness of parents over their children and neglect of their education. These idle children, wandering about the streets, of course are tempted to seek some way of gratifying their tastes for sweetmeats, low theatres, &c.

4472. Are there many low theatres in Glasgow?—Of low theatres, penny shows, and saloons, at certain seasons there are many. Another evil is, the great facility of getting money at the pawnshops or small brokers, where a child is taught by its parents to go and obtain money for clothes or other articles.

4473. Lord *Lovaine.*] Do not you think that parents, who take the trouble to bring up their children well when they are in poor circumstances, may have some cause of complaint of the superior advantages that such an establishment as yours affords to children who are neglected by their parents?—I do not see that they can have any just ground for such a feeling; we do not give the children anything beyond common treatment; we give them healthful exercise, very plain food and clothing, and well-aired apartments to sleep and work in.

4474. Is not the apprenticeship of a child an expensive thing?—Yes; an apprenticeship deed is somewhat expensive; but I do not think this is a consideration with parents, so as to seek admission into the house for a child.

4475. Sir

4475. Sir *J. Pakington.*] Do you find that the utility of your establishment is restricted by the admission of children being dependent on their own demand to come in?—I do not think so; we find it work well.

4476. Have you not found practically that a large number of those very children who, from destitution or crime, would be the fittest subject for such an institution, are just the children who are least likely to make a demand to enter it?—They are not likely to make the demand of themselves; but when they are brought before a police court they are led to think about it when threatened with punishment; I consider that the practice of whipping, which has lately been adopted in Glasgow, has had a favourable effect in this way. Boys used to be sent to prison, until within a year or two past, for 30 or 60 days, which they thought nothing of.

4477. Do the magistrates and the courts of justice exercise a power of sending children to this institution, without any discretion on the part of the children?—They do not.

4478. Would it not be desirable that they should have that power?—I should rather prefer that we should get the children from the prisons, than directly from the magistrates, in that way.

4479. However you may get them, whether from the magistrates by sentence, or from the prisons afterwards, would you wish to have the power to take the children without their being able to refuse?—I do not think there would be great difficulty in getting the children, if the magistrates were empowered to extend their sentences to 12 months or more.

4480. You were understood to state, that where you get children from gaol, and therefore under sentence, the entry into the institution is rather on the part of the children?—Yes; and those boys who come to us from gaol enter into an apprenticeship the same as the others.

4481. *Chairman.*] From the experience you have had of your Act, supposing it were to be re-enacted, would you re-enact it just as it stands, or are there any alterations which might be made with advantage?—I think the Act as it stands is very suitable; but probably there might be a training school, to which children might be sentenced by the magistrate, and from which they might be taken to the house of refuge.

4482. What do you mean by a training school?—A training school is considered a school where they are taught industrial habits, and educated in common branches of education with moral training.

4483. Do you think the magistrates should have the power of sentencing a child to be detained there?—Yes.

4484. Do you think that would be advantageous?—Yes; for a period of not less than 12 months.

4485. You think the scheme might be extended with advantage in that way?—Yes.

4486. Are there any suggestions which you can make for the improvement of this Act?—I am not prepared to suggest any improvement upon the Act, unless the power of detaining a boy for a lengthened period were made more specific; we have had some doubt upon this point.

4487. You would have that doubt cleared up?—Yes.

4488. You were asked whether your institution had been brought under the notice of the judges, and you said, that two of the judges had visited it; did they give a written testimonial of the effect of an institution of this kind?—Yes. They said, "We have this day been shown through the house of refuge by the Lord Provost and other managing directors, and have to express our unmixed satisfaction in regard to every part of it. We think that the public are deeply indebted to the managers for the care and attention they are bestowing upon so important and valuable an institution, and we most earnestly recommend it to the support of all classes of the community."

4489. Mr. *J. Ball.*] What is the proportion of children admitted under the 19th section of the Act, enabling children to apply voluntarily for admission?—We cannot tell the number.

4490. Is it a large number?—The principal part of those who come to the institution are from the police courts.

4491. Since the passing of that Local Act, the General Poor Law for Scotland has been passed?—Yes.

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4492. Is there not in Scotland an institution corresponding to the English workhouse?—It is so, more or less. We think that a great many of the children have been very improperly cared for by the workhouses.

4493. The object of the question is to ascertain whether you have any information to show that destitute children prefer applying to the institution to applying to the workhouse?—Of course children seldom think of applying to our institution unless they had committed crime.

4494. Do not children who have been guilty of crime apply under the 19th section?—No.

4495. Then the 19th section has not been put in force at all?—The institution is confined to juvenile delinquents.

4496. Lord *Drumlanrig.*] It is your particular wish not to clash with the parochial boards?—Yes; and sometimes it is the case that a boy comes under our charge who ought to be connected with the parochial board, and then we apply to the parochial board to pay the cost of his maintenance.

4497. Mr. *J. Ball.*] Does your Act provide any means for enforcing by law the regulations of the establishment, or any penalty for their infraction?—No.

4498. Have you found any inconvenience from the want of such a provision?—No.

4499. Can you put in a statement to show the separate cost of the dietary of the boys and the girls in these two schools?—I can state that the cost of the dietary of the boys, as will be found from the statement I have put in, is about 1*s.* 6*d.* per week for each.

4500. With respect to the larger proportion of the boys in your establishment, are the parents resident in or about Glasgow?—Yes; but there are a great many of them who have no parents.

4501. Are you aware whether Roman-catholic parents have consented to their children being educated in common with Protestant children?—We do not find any objection to it. They understand the system which goes on. If a boy is in the house, he must conform to the rules of the house.

4502. No objection has been stated to you?—No. The number is so small that we do not find any interference.

4503. Lord *Drumlanrig.*] How does it happen to be so few, there being so many Irish in Glasgow in destitute circumstances?—I am not prepared to give the reason of this.

4504. Mr. *Adderley.*] Are there a large proportion of orphan children in your house of refuge?—Yes; or children having one parent.

4505. Do you find that a large proportion have step-parents?—Yes; that is one cause of their going astray.

4506. *Chairman.*] Have you any observations to make about the health of the boys?—The health of the boys is remarkably good. We seldom have a boy lying in sickness; we have a medical man who visits the house twice a week, and attends to their health. Although the dietary is cheap, the food is both wholesome and plentiful; a more healthy set of boys will scarcely be met with in Scotland.

John Downie Bryce, Esq., called in; and Examined.

. D. Bryce, Esq.

4507. *Chairman.*] HAVE you taken a great interest in the houses of refuge at Glasgow?—Yes.

4508. Has the house of refuge which is appropriated to girls been under your particular superintendence for some time?—Yes; I have been a member of the committee, and have taken an active interest in it.

4509. How are the children in the girls' house classified?—I should perhaps premise that a Magdalen asylum existed for many years previous to the house of refuge; and that when money was subscribed, with a view to erect a refuge for juvenile delinquents, a negotiation was opened with the trustees of the Magdalen for a portion of their ground, which resulted in the whole of their property being made over to the directors of the house of refuge, upon condition that room should be reserved for a certain number of Magdalens; there are now consequently two establishments, but perfectly distinct, though under one Board of Commissioners. As the amount of property got from the Magdalen was large, and the laundress work done by the inmates is productive, we consider their support costs almost nothing.

4510. How

4510. How are the children in the girls' house of refuge classified?—We have provided six wards; two of them for children who have been guilty of crime; other two for such as have not been in crime but are destitute, and in danger of falling into it; another is a merit reserved for children drafted from these four wards, primary ones according to their behaviour; and the last is a still higher ward, to which, on still better behaviour, they are elevated. The criminal wards, however, are not designated by that name, the term "criminal" being unknown in the house. These two wards are classified again according to ages; one being for children who are very young, say from 7 to 12, and the other for children from 13 to 15 years old. The same classification prevails in the wards for destitute children.

4511. What are the limits of age at which you receive children?—Fifteen; but we are not limited to a year. From 7 to 15 years of age is about the range.

4512. What proportion of the whole number have been guilty of crime?—We find that about one-third have been either in prison or in the police office; that a similar proportion have been guilty of pilfering and petty delinquencies at home; and about one-third are brought by agents of the city mission or benevolent individuals, the parents probably being drunken, or the children orphans and destitute; and when circumstances admit, a small board is paid for these.

4513. For what period are the children retained?—We seek to retain them for about three years, but they are free to leave when they please, and this voluntary system is found to work well.

4514. In your judgment, what advantages are found to result from the system?—One great advantage is, that the child does not look on the house as a prison. Formerly, when we kept the children, whether they would or not, they looked on the house as a prison, and the very idea of confinement provoked the desire of freedom, and made them restless: the kindness of the superintendents was received in a sullen spirit, for they were looked upon more as keepers than as friends, but now we hold out residence as a privilege to be enjoyed for good behaviour. The magistrate, I ought to remark, has no power to sentence to the house, but he may offer it as a favour, and as an alternative to imprisonment. In such cases, we say to the child, "We make you very welcome to the house, provided you are disposed to do well," and in this way admission is granted as a favour. The magistrate retains his power for 60 days; and if, during that time, the child becomes refractory or unwilling to remain, we threaten to send her back to him; but in most cases we do not require to do so, for in the course of the 60 days, the child becomes attached to the house, and willing to remain. After that period, however, should she wish to leave the house, we do not retain her.

4515. What proportion of the children leave of their own accord?—Very few leave altogether of their own accord. Last year, out of 120 children, the number that left entirely of their own accord was five; 14 went out to situations, and seven were removed by relatives or otherwise, the total number of discharges being 26. In the previous year the results were similar. Out of 116 children, 10 left of their own accord, 17 went out to situations, 13 were taken away by relatives, and one died, the total discharges being 41.

4516. What kind of instruction is given to the girls?—We endeavour to give them a good ordinary education, and to train them to habits of industry, chiefly sewing. We are desirous of introducing book-folding and similar employments, but have not yet succeeded.

4517. In your opinion, is that part of your system capable of material extension?—I do not know that it is capable of very material extension, for there is much difficulty in finding suitable industrial occupations for little girls.

4518. What is the kind of education in other respects which is given to girls?—They are taught reading, writing, arithmetic, and geography. We have a teacher who is very much devoted to the work, and the children make very fair progress.

4519. How many persons are employed about the girls' house as servants or officers?—There are six female officers, besides the schoolmistress and matron.

4520. What kind of discipline is maintained there?—The discipline is of a mild kind; we seek to rule by the law of kindness, and we have a system of marking, which we find to answer well. It is made to operate very much in the way of encouragement, and has to a great extent superseded the necessity of punishment in the ordinary sense of the term.

J. D. Bryce, Esq.

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4521. Will you explain that a little?—When the children come in, great pains are taken to explain that our desire is to make them happier by making them better, and that it is their faults which make them unhappy. We have marks for certain faults, such as disobedience, falsehood, dishonesty, improper language, idleness, slovenliness, and tale-bearing. We have marks also for the opposite virtues; and in order to make hope the animating principle, nothing is required at first but what is easy, and the successful effort is rewarded with some slight promotion. The next stage requires a greater effort, and the next again still more, each entitling to a corresponding advancement, and these stages terminate at last in a position high in point of character, but attainable by steps so easy and gradual that none may despair of reaching it. In order to give greater effect to the marks, the matron reviews the conduct of every ward once a month, and reads aloud the names of the well-doing inmates; and the same course is followed on a larger scale every four months, when the whole establishment is assembled in presence of the directors, and the marks earned in the interval are read over. The progress of every girl that is doing well is thus reported in hearing of the whole house, while others, who are not making progress, are passed over in silence. This course serves at once to honour and rebuke, and the reproof is not the less felt that it is given silently and in the way of contrast.

4522. What kind of punishment is adopted?—In cases of a moral nature, such as falsehood, the child is put into a room by herself with reduced diet, sometimes bread and water, and for two or three days; and there has been scarcely an instance where this has not been submitted to in preference to leaving the house. Such faults are counted very heinous, and when they occur, the feeling of the ward is elicited as strongly as possible, and every means is used to improve the tone of public opinion in the little community. They are taught to regard not the act only, but the motives; and it is interesting to mark the growing power of conscience in children, who at first had scarcely an idea of moral evil.

4523. Have you monitors?—Yes; we generally appoint one of the better girls to take care of two or three of the others, and each monitor reports the conduct of the children she has been appointed to superintend; and it is a pleasing circumstance that the fidelity of the monitor rarely occasions bad feeling. The children understand that it is a matter of duty.

4524. Then, according to your experience, the system of monitors has acted very well?—Yes.

4525. How is the day occupied?—About four hours are occupied in school, and as many at work; an hour and a half at meals, and about two hours and a half at play. We have an excellent play-ground, with swings and other means of amusement, and the children are encouraged to play heartily. In the evening, we very often have a lesson in singing, or some other pleasing exercise.

4526. Can you state to the Committee what was the net cost of each inmate last year?—The net cost of each inmate last year was 5*l.* 0*s.* 7*d.* The gross charge for 160, which was the whole number in the house, including the Magdalens, was 1,503*l.* 6*s.* 3*d.*, which covers food, clothing, education, and all charges of management. The revenue, on the other hand, was 698*l.* 3*s.* 9*d.*, arising from work which was done chiefly by the Magdalens, amounting to 576*l.* 3*s.* 8*d.*, together with 59*l.* 19*s.* 6*d.* for board of some of the children, and donations amounting to 62*l.* 0*s.* 7*d.* When these receipts are deducted, the expenditure is reduced to 805*l.* 2*s.* 6*d.*, making a net average of 5*l.* 0*s.* 7*d.* for every inmate.

4527. Do you hold in your hand a copy of the paper which has been handed in by Mr. Playfair?—Yes.

4528. As far as the girls' house is concerned, is that accurate?—Yes.

4529. You are the treasurer?—Yes.

4530. In your judgment could the efficiency of your system be promoted by any further legislation?—There is one suggestion which it occurs to me to offer. If the magistrate had power to sentence to imprisonment for a couple of years or more, it would enable us to retain the child better than we can now do; for at present we are troubled very much with selfish parents, who work on the feelings of the children, and excite a desire on their part to leave the house, the object of the parents being to turn the children to account in some way. An Act of this kind would benefit us, for we could then say to the child, "If you leave the house you cannot go home, for we must hand you back to the magistrate."

4531. Lord *Lovaine*.] Do you think it of advantage to the child that the parental

parental tie should be entirely broken at the will of the managers of the institution?—In some cases it would be of great advantage to the child to have the tie entirely broken up.

4532. You were talking of cases which were not of the worst description, when you mentioned that the parents worked on the feelings of the children, and induced them to go out?—There are cases where, though it would be greatly for the interest of the child to remain in the house, it is taken out by the parent, who is perhaps living in some low part of the town, and whose object in taking out the child is to place her in a mill, or some unsuitable employment.

4533. And to derive profit from her work?—Yes; and the character of the child, if she were allowed to remain in the house, would improve, and we could put her into respectable service ultimately.

4534. Lord *Drumlanrig*.] If you have to deal with some of the most degraded classes of girls, who may be seen running about the streets of Glasgow, do you find that you are able to manage them by a very mild system?—We do; and it is quite surprising how the children come under management.

4535. Is that the case on first entering the house?—We have had children who at first would not remain, but for the threat of being sent back to the magistrate; but before the expiry of the 60 days they have become interested in the house, and willing to remain. In some few cases it is not so, but in most we have found kindness succeed; and if we had power to keep the children for, perhaps, two years, through the aid of the magistrate, I think that the efficiency of the house would be increased.

4536. Lord *Lovaine*.] In spite of the compulsory nature of the enactment, which would have the disadvantage of making the child restless?—Yes; for we should then say, "If you leave the house it is our duty to give you back to the magistrate, who will commit you to prison." At present, when the child is made restless by the parents it leaves and goes home; but this Act would compel residence, and yet the compulsion would not be on our part, but on that of the magistrate.

4537. Do you think there is any tendency, through the means of this establishment, to make step-parents, for instance, turn their children into the streets, or neglect them?—I think there is, in the case of step-fathers or step-mothers.

4538. *Chairman*.] Have you seen cases in which you think you have traced that feeling?—I think so; there is a tendency to it in the case of step-fathers or step-mothers.

4539. Lord *Lovaine*.] Then would you advocate at the same time that some means should be taken by which the expense of the child should be defrayed by the parent?—Yes; and in every case where we can do so we endeavour to obtain payment. We do not take in children without payment, if we think the circumstances of the parents are such as enable them to pay.

4540. You would prefer having a legal power to enforce that payment?—Certainly.

4541. *Chairman*.] At present is it mere matter of agreement?—Entirely.

4542. Lord *Drumlanrig*.] Is there much juvenile prostitution in Glasgow?—A great deal.

4543. Lord *Lovaine*.] What extension do you think would be sufficient to meet the present state of crime in Glasgow, including juvenile prostitution?—That is a question I cannot answer. Our accommodation altogether will provide for about 260, including 80 Magdalens, of which class there is usually a pressure to get in; but, as Mr. Playfair has mentioned, want of means obliges us to limit the admissions, and we can support only 120 children and 80 Magdalens, or about 200 in all.

4544. The question was directed to the possibility of forming any system by legislative enactment which would enable the present state of crime and juvenile prostitution in Glasgow to be met; do you think that is possible, by means of your establishment, by increasing your powers?—I do not think it is possible.

Veneris, 29° *die Aprilis*, 1853.

MEMBERS PRESENT.

Mr. Baines.	Mr. John Ball.
Mr. Miles.	Mr. Monckton Milnes.
Mr. Adderley.	Lord Lovaine.
Mr. Cornwall Legh.	Viscount Barrington.
Mr. Robert Palmer.	Mr. Cowper.
Mr. Fitzroy.	

THE RIGHT HON. M. T. BAINES, IN THE CHAIR.

James Corry Connellan, Esq., called in, and further Examined.

J. C. Connellan, Esq.

29 April 1853.

4545. *Chairman.*] YOU were examined on the last day the Committee sat on the subject of this inquiry?—Yes.

4546. Have you any further returns which you are anxious to lay before the Committee with reference to the points upon which you were then examined?—I wish to submit returns as to the number of juvenile convicts confined in the Government prisons of Ireland at the present time, so as to complete the total of juvenile offenders in Ireland. I have already put in returns of the number confined in all the county and borough gaols. The number at and under 16 years of age confined in all the Government prisons in Ireland amounts to 100; between the ages of 16 and 21 there are 1,292.

4547. Mr. *Miles.*] How many of the 100 are females?—They are all males.

4548. Have you an account of the females?—Yes. There are of female convicts, under sentence of transportation, nine at and under 16 years of age; and 69 between 16 and 21 years. I have another return showing the rapid and normal progression of crime, measured by the classification of ages. I find that, taking the age of 16 years as the first category of juvenile criminals, and comparing it with the next period of age which embraces all offenders between 16 and 21, the numbers contained in the latter class are almost invariably, throughout a series of years, three times as numerous as those in the first class. I find, for instance, that in the three last years, those committed at and under the age of 16 years amounted to 7,142, while those from 16 years up to 21 years of age amounted to 20,321; and upon looking back for a series of years, I find that if I take a succession of three, five, or seven years, the aggregate sustains that proportion; I have also a return of all the male prisoners who had been instructed in any species of handicraft previously to their incarceration. I obtained this return in the month of December last, with a view of ascertaining the most remunerative form of industrial labour in prisons; but I conceive that it bears on the question before the Committee, because, although the return embraces prisoners of all ages, it touches the case of juveniles, inasmuch as before the age of 16 years, any juvenile destined for a handicraft would have been apprenticed. The total male population in the gaols of Ireland on the day in question amounted to 5,077, and out of that number only 216 had been taught any species of manufacture or trade previous to their confinement; it is a very remarkable fact, as showing the almost entire immunity from crime which prevails among the artisan class in Ireland. We have no manufacturing class, but we have a large number of artisans of various kinds. It is further to be remarked, that the 216 represent only the very humblest sort of skilled labour, viz., mat-makers, net-makers, smiths, nailers, tinkers, coopers, sawyers, masons, slaters, &c. There is one watchmaker, and therefore only one skilled artisan, in the whole number. I think it is also pertinent to the subject of this inquiry, inasmuch as the evidence which has been given by several witnesses before the Committee, and the recorded experience of those who have established reformatory institutions in other countries, point to agricultural employment as the best medium of reformation. If, then, that principle be suitable to England, with its enormous manufacturing population, *à fortiori* it would favourably affect Ireland, where almost the total aggregate of criminals is recruited from the rural population; and having regard therefore to the antecedents and the capabilities of juvenile

juvenile criminals of Ireland, I conceive that agricultural labour offers the best probability of their future employment, and consequent reformation.

4549. Mr. *C. Legh.*] Can you state what proportion of those have been at school?—I can give the number who have been educated, but cannot separate them.

4550. Can you furnish the Committee with any notion of the proportion of culprits up to the age of 16, who have been in school at all?—Certainly; I have read extracts from an analysis which I have prepared very carefully of the total status of juvenile criminality in Ireland, in which I give the modifications of their education.

4551. *Chairman.*] Have you made any calculation for fixing the localities of the four reformatory institutions which you propose to establish in Ireland?—I had hoped to have been able to have laid before the Committee this day a calculation of that nature, and I applied myself forthwith to the subject. I took as the basis of my calculation, area, general population, and criminal population; that is to say, the average number of inmates of gaols contiguous to each other, so as to form them into groups, from which each reformatory institution was to derive its occupants; but I was compelled to abandon that principle of calculation on finding the extraordinary preponderance of offenders in the south and south-western districts; in fact, the determination of crime to the six counties which form the province of Munster. We have in Ireland altogether 42 county and borough gaols, of which 10 are situated in the province of Munster; there are two for Tipperary, one for each riding; Limerick contains two, one for the county and city; Cork, the same; Waterford, the same; and there are besides, the county gaols of Kerry and Clare. These ten gaols contain very nearly one half of the whole criminal population of Ireland. Again, on examining the analysis to which I have just referred, I find that, of the 747 juveniles who constitute the total of those now imprisoned under 16 years of age, 368 are confined in the Munster gaols. Of the remaining 379, there are 170 in the county and two city gaols of Dublin; so that we have a balance of but 209 for the whole of the remaining 29 gaols of Ireland. Under these circumstances, I think it is pretty clear that it would be impossible to adopt the grouping system as the basis for calculation.

4552. What suggestion would you make?—I should be disposed to fix the locality of these institutions without reference to numbers in the contiguous gaols, but merely with a view to cheapness of purchase, healthfulness of site, distance from a large town, and vicinity to railway communication for the transport of the young criminals, and for carrying off any extra produce over and above the consumption of the establishments. I should then place them at the disposal of the Executive Government, and allow them to feed the reformatories, according to the requirements of the various localities.

4553. Mr. *Adderley.*] Would it be a matter of regret to you if these institutions were distant from gaols?—Certainly not; for in almost every instance gaols are situated in the largest towns.

4554. Would it not be rather an object to get them as distinct and separate from gaols as possible?—Certainly; I should contemplate an entire separation.

4555. Mr. *Miles.*] You have stated the number of juvenile girls; will you give the Committee an idea of their relative average number one year with another?—It is almost impossible to rely on averages in Ireland, because our condition is so abnormal, and the consequent fluctuations in the number of criminals are so great, that if I took periods of three, five, or seven years, the results would be totally different.

4556. Taking the calculation of this year with the years 1844 and 1845, would that give the average number?—It is considerably larger than in those years; the return for 1851 of all juveniles who had been committed at and under the age of 16 years, amounted to 2,003; whereas it was 1,007 in 1846. It must be recollected, moreover, that we had then to deal with a population very nearly two millions greater than it is at present, according to the census of 1841: comparatively prosperous years, too, had intervened, and the population may fairly be taken as having advanced to eight millions and a half at that time.

4557. For what number do you think accommodation should be provided?—I take four reformatory institutions to contain 400 each; I should say that we

want institutions for about 2,200 juveniles. I was speaking of what I call the Red Hill School, which, as I stated, should contain 400, and should have a penal department attached to it, or rather standing in the same locality, the latter being calculated to receive 150.

4558. *Chairman.*] Have you any suggestion to offer with regard to extending the power of magistrates at petty sessions to commit for short periods of imprisonment, to be carried out in the ordinary bridewells; Mr. Berwick expressed an opinion that the Inspectors-general of Prisons were favourable to such a plan?—We were favourable to such an extension, but under very particular conditions. It is right to state, that at the time my colleague and myself offered that suggestion, the gaols of Ireland were much more full than, I am happy to say, they are at present. It was made in our Report of 1850, when the total population of the gaols amounted to 115,000. Last year that number had fallen to 92,000, which is a very material reduction. The Committee, I am sure, have but little idea what a bridewell usually is; it is by no means a fit place for incarceration. There are two classes of bridewells, district bridewells and ordinary bridewells; but as there are only two district bridewells in Ireland, we may say that practically ordinary bridewells constitute the only class; the sole difference between a district bridewell and an ordinary bridewell being that the former is larger, and that there is a power of committing absolutely thereto for a definite period, not exceeding four months. My colleague and myself have always entertained a very strong opinion against the multiplication of district bridewells.

4559. Mr. *Adderley.*] Under what Act is that power of committing summarily?—Under the 7 Geo. 4, c. 74. District bridewells are singularly wanting in every physical and moral means of reformation; they are virtually nothing in the world more than very large lock-ups. There are no means of carrying out improved prison discipline, or of giving due employment or education to prisoners, during a period of four months; and we conceived, therefore, that it was our duty to discourage the establishment of them as much as possible. Again, with regard to ordinary bridewells, some of them are so deficient in the very first requirements of a place of incarceration, that we should hesitate very much about extending that power of committal, unless the conditions which we imposed were very stringently observed. There should be, in point of fact, a complete revision of them; for they are wanting in ventilation, in supply of water, in due sewerage; and many of them are in a state of great insecurity. Ordinary bridewells generally consist of two day rooms, two day yards, and from four to eight cells; so that, except in the separation of the sexes, there is nothing that can be called classification at all. To give an idea of a bridewell, I beg to read my Report upon the bridewell of Listowel, in the county of Kerry, which contains about eight cells: "This bridewell is quite insufficient for the reception of its average inmates; there were 485 confined here during the last quarter, and no less than 28 males and 15 females at my inspection, which took place on a Thursday; petty sessions were to be held on the following Saturday, and the transmittals could not be carried out till the Monday, being escort day; so that this mass of prisoners, 12 of whom were workhouse paupers, increased probably by fresh committals, would remain crowded into a very limited space, and unprovided with indispensable requisites. The blankets much worn; beds littered down in the day rooms; the cells very damp; the flagging, flue, and fire-place in the kitchen in bad repair; no sewer, nor means of clearing the privies, except by carrying the soil through the house; no drunkard's cell; and above all, no water, which is brought (without any allowance) from a distance of a quarter of a mile." That is a class of building in which we should hesitate about giving the power of confinement for carrying out sentences.

4560. *Chairman.*] You would only recommend it under special circumstances?—Yes. I prepared about two years ago, under the instruction of Chief Justice Blackburne (the Inspectors-general of Prisons being subject to the jurisdiction of the Court of Queen's Bench), the heads of a bill for amending prison discipline. It was merely a rough draft which I submitted to him, and of which he approved; the clause with reference to giving to magistrates at petty sessions this power of imprisonment for very short periods in bridewells defined very strictly the provisions to be fulfilled before they should be made legal places of incarceration.

Edward Senior, Esq., called in; and Examined.

4561. *Chairman.*] ARE you one of the Poor Law Commissioners for Ireland?—I am.

4562. Have you also filled the office of Assistant Poor Law Commissioner in England and Ireland?—Yes.

4563. Have you considered the question as to the establishment of penal reformatory institutions for juvenile criminals in Ireland?—I have.

4564. Have you formed an opinion upon whether it is expedient that such institutions should be established?—It appears to me to be highly desirable that they should be established. I think the importance of establishing them has assumed quite a fresh form, from the fact that transportation is to cease; because if you get rid of a juvenile offender at a certain age, he is cut off, but you now have to keep him for the term of his life, unless you reform him.

4565. You give your answer upon the assumption that transportation is to cease?—Yes; I conceive, that in the present state of the Australian colonies, we may assume that with safety.

4566. Will you favour the Committee with any suggestions you have to make with regard to the establishment of reformatory institutions, and the plan upon which they should be conducted?—The great difficulty appears to me to consist in making an establishment, especially in Ireland, reformatory, which shall also keep up any deterring features. If you establish a perfectly healthy, happy-looking school, with well-fed children, doing light agricultural work, the great difficulty, I apprehend, would consist in such an asylum not being an object of hope rather than of fear. I think that you must endeavour to provide against that danger, by making the first or probationary period more irksome, by gradually advancing the position of the boy after a certain time, dependent, of course, upon good behaviour, by making the dietary as low as may be consistent with health, and by making the work as hard as may be consistent with the physical development of the child.

4567. You propose a reformatory school, midway between a penal and some other kind of school?—I had contemplated that you would have a penal school into which juvenile offenders would be taken; and that in addition you would have a ragged school, or any other name you may give it, for such as are unconvicted of crime.

4568. Would you have a penal school and a reformatory school for boys who had been convicted of crime, and a third school for those who had not been convicted of crime?—I only anticipate the formation of a penal school, so far as the State is concerned.

4569. You have stated that you are of opinion that there should be penal treatment in the first instance, and then reformatory treatment?—I anticipated that they should be carried on in the same institution, by progressive steps.

4570. And that both those processes should be carried on in the same institution?—Yes. The chief expense of an institution of that sort consists in its staff of officers; besides, it is extremely difficult to get, as the Committee must feel, highly qualified officers for such an institution. I think that if you multiplied their number, you would have additional difficulty in finding persons qualified for so exceedingly difficult a duty.

4571. You conceive that it would be a very difficult duty?—Very difficult; I think that it requires a combination of very rare qualities.

4572. In your opinion, would it be desirable to give magistrates a power of committing to the school you have described, for longer periods than they can now commit to a prison?—It appears to me to be essential to any prospect of reformation.

4573. For what kind of periods?—Not less, I apprehend, than two years.

4574. At the discretion of the magistrates?—Yes; I think that the period should be much longer than that, but capable of being shortened on certain conditions.

4575. Mr. *Adderley.*] What do you think should be the maximum time?—I should say four or five years.

4576. *Chairman.*] Are you of opinion that funds for the establishment and maintenance of these institutions could be obtained in Ireland from private sources?—I apprehend not.

4577. To whom would you entrust the local government and the inspection?—The Government.

4578. The education, you are of opinion, should be industrial; of what character?—Agricultural.

4579. Would you have the institutions situated in agricultural districts?—Yes.

4580. How many such institutions do you think it advisable to have in the first instance in Ireland?—I should say that four would be a sufficient number.

4581. You agree in the suggestions which have been made on that subject by Mr. Connellan?—Yes; it appears to me, however, that Mr. Connellan has rather under-rated the number whom it would be necessary to provide for; for it does not appear to have struck him, that as you increase the period of detention, you practically have a larger number at one time in a house of detention. But supposing the average period of imprisonment at present to be three months, and that a period of two years is necessary for the reformation of an individual, you would require a much larger number of beds.

4582. You would have an accumulation?—Yes.

4583. Mr. *Adderley.*] Do not you expect that the system will reduce the number of offenders?—Gradually.

4584. Not within the four or five years you have talked of?—It would not begin to be felt for three or four years, I should think.

4585. *Chairman.*] Will you proceed with any other suggestions that you have to make for the treatment of juvenile offenders, directing your particular attention to Ireland, with which you are particularly conversant?—The difficulty with an English juvenile criminal, I apprehend to arise in a great measure from his want of intellectual development. I think that with an Irish child, the difficulty consists rather in dislike to labour. I have found for instance, in workhouses in England and Ireland, that the children attained a much higher state of education by the same system in Ireland than in England.

4586. What is the next suggestion you have to make?—If I am not considered as travelling out of the subject of examination, I beg to remark, that I cannot concur with some previous witnesses as to the inexpediency of a vagrant law, or rather a mendicant law. I find that in all civilised parts of Europe mendicancy is treated as a crime. If that be necessary in other parts of Europe, I apprehend it to be especially necessary in Ireland. I remember that such an enactment was very much desired by all classes. It has now been for a considerable period in operation. I have never noticed in the press, or on the part of public bodies, a complaint of its existence. It appears to me, so far as I am a traveller and an eye-witness, to have diminished mendicancy materially; and I apprehend that if it has worked ill in particular localities in Ireland, that must have arisen in a great measure from the want of due discretion on the part of those who administered it, rather than from the law itself.

4587. Do you think that the law could be altered with advantage with reference to the subject of the inquiry before this Committee?—I think that more efforts should be taken to catch the parents of the juvenile beggar than the child itself.

4588. What can you suggest with reference to that object?—At present the law makes it penal on the part of a parent to send out his child to beg. I think that you might carry that a little further, by requiring the constabulary to arrest children in the first instance, making it their duty to ascertain the residence of the parents; and, in fact, to work out the law a little more than they are in the habit of doing. They now consider their duty to be the reception of the mendicant when he is arrested, but that it is not their duty to arrest him.

4589. Do you conceive that new legislation would be necessary for that purpose?—It might be necessary; but upon the whole, I think that I should leave the law as it stands, and trust to the operation of a more active execution of it.

4590. To a better and more efficient carrying out of the existing law?—Yes. I find, upon looking at returns, that the number of juveniles in workhouses who have ever been in gaol is exceeding small; but that it is much larger in some parts of Ireland than in others. I find almost none in Ulster, with a larger proportion in Munster. The number of children from 9 to 15 years of age, who have ever been in prison, consists of 770 persons; of these 487 have been committed to gaol for offences occuring in the workhouse; 182 under the Vagrant Act, and 101 for other offences; making a total of 1·5 per cent. of the

the existing children in workhouses under the age of 15 who have ever been in gaol.

4591. Mr. *M. Milnes.*] Have you found any resistance on the subject of the operation of the law of mendicancy in Ireland from the Roman-catholic clergy?—No instance has come before my notice, either in the press, or in any other shape.

4592. Has the religious feeling of the country been generally opposed to the checking of the distribution of alms?—I think that the religious feeling of the uneducated is strongly opposed to it, but not of the educated. I remember a memorial which was presented to Parliament, signed by the prelates of the Established Church and Roman-catholics, both uniting in the same common petition for the enactment of a vagrant law.

4593. *Chairman.*] With reference to the cost of establishments of this kind, have you had experience, as a Poor-law Commissioner, in calculating the cost of building?—I have had considerable experience.

4594. From the result of your experience, what should be the cost of a building like that which you have stated you would recommend for the first class, penal or reformatory?—I should think that 15 *l.* would be ample provision for each person. I am taking by that answer the highest estimate for providing workhouses, which require a very large amount of separate classification, which no doubt forms the chief expense in buildings of this nature.

4595. What number of inmates are you calculating upon as most advisable under all the circumstances?—Considering all the bearings of the question, I have anticipated a number something approaching to 500; I have no doubt that, if one's command of funds were unlimited, other things remaining the same, a smaller number would give more hope of reformation than a larger number, but you meet with great practical difficulties in reducing the number; and it is not merely necessary to consider that which is theoretically the best, but that which is practically within your reach. The very large number of servants and other *employés* in foreign reformatory institutions appears, in some measure, to have arisen from the buildings which they occupied not having been intended for their present use. Being unprovided with means of classification in the building, they established a surveillance by a very large number of servants, who evidently, from the class from whom they were selected, were not persons capable of giving much moral or religious instruction to the children.

4596. Have you any further suggestions to add with regard to criminal children?—Nothing else occurs to me.

4597. Mr. *Miles.*] You have stated that you would put the minimum commitment to these reformatory schools at two years, and the maximum at five or six years; who should determine upon the actual stay of an inmate in these reformatory schools?—The local governor.

4598. How would you form your local board?—I fear that in Ireland you must rely almost entirely upon Government inspection; one is exceedingly glad to avail oneself of the voluntary principle to the utmost extent to which you can get it; but I fear that the elements for good local government in Ireland are few.

4599. Do you think you could allow a committee of magistrates to determine upon the duration, as to good behaviour or bad behaviour, of a person's stay in the reformatory school?—I think that, at all events, they should have full power of inspection, and a considerable amount of discretionary power.

4600. If you leave it entirely to a Government inspector, must not that Government inspector reside on the spot?—The local governor must of course be resident. He would act on general rules prescribed to him by a higher authority, and would report upon the progress of each child. It seems to me that the great difficulty in a penal reformatory school is the absence of hope and fear; I can only look, therefore, to the boy's improving in successive stages as he advances in good conduct, and to the power of the governor of stopping altogether the period of imprisonment when he believes a boy to be thoroughly reformed, and has an opening for obtaining employment offered him.

4601. Then in the Irish reformatory school which you propose, you would carry out a term of imprisonment, as well as a long term of reformatory action?—Yes.

4602. Who should determine the length of the imprisonment?—The persons by whom the juvenile was sentenced. The sentence would be a long one, and there should be a power of commuting it to a short period; in fact, that which

we have now, I apprehend, with reference to adults. I believe the Government assume the power of discharging prisoners, as they may deem most expedient.

4603. Then one part of your establishment would necessarily be a prison, and the rest would be a reformatory school. Do you think it would be well to keep the two buildings contiguous, and under the same management?—The whole would be a prison; that is, a place of detention, as well as of reformation.

4604. You would only soften the treatment?—Yes; for instance, the first period might consist in remaining in the yard, and the employment irksome, such as stone-breaking, or at a corn mill; the second stage might consist in agricultural work, thorough draining, the less interesting, or more laborious occupations; and by degrees you would give more knowledge of the theory of agriculture. I am not prepared to work out a perfect plan, but I am endeavouring to sketch imperfectly the system which I should be disposed to recommend.

4605. Would you confine 500 boys under one roof?—All under one roof, with separate places for working; they should go together in distinct bodies.

4606. Always under the same superintendents?—Different superintendents. I would use the word "ganger," not as making use of a penal term, but as a non-commissioned officer in charge of a party.

4607. Have you made yourself acquainted with the French system, and likewise with the evidence which was given by Mr. Turner on this point?—I have read the evidence which has been given before this Committee, with much interest.

4608. Does not Mr. Turner say that he thinks the more we adopt the family system, the better it will be in working out the reformation of these children?—I ought hardly perhaps venture to differ in opinion from Mr. Turner, but he appears to me to have had in his mind almost too much the reformation of the offender, as compared with the penal question; he seems to have lost sight altogether of the deterring principle.

4609. Is not the very object of the imposition of punishment for crime to work out reformation?—Yes; and to prevent other persons committing the same crime.

4610. If it has been found that, at Mettray and other places, the family system has worked out great good, and if Mr. Turner has tried the associated system, and the family system, and has eventually come to the determination that the family system is best, do not you think, from his experience, that is the better system to introduce, supposing these reformatory schools were adopted?—That which I propose would very much soften the punishment for juvenile crime. I would rather begin step by step. I should fear that, if at once the Mettray system were adopted for all juvenile criminals, you might break down. You can easily soften it; you can easily make it more domestic; but I should not be disposed to recommend a total and startling change at first.

4611. The schools which you now recommend would be only initiatory of a milder system?—Possibly. I propose, at first, that the juvenile should be placed in an institution, as it were, half-way between a gaol and perfect liberty, and that it should retain much of the power of detention which exists in a gaol, with reformatory agency.

4612. Then the mild and parental system, which has been recommended for carrying out the reformation of these young people, is not the system which you would adopt in Ireland?—It is not the system which I would adopt in Ireland.

4613. Will you inform the Committee what class you would place under more penal restraint than others?—I should propose to commence by placing the whole in the reformatory; not to have two institutions, but one institution.

4614. What description of people would you make use of as warders?—Much of the success of the system would appear to me to depend upon whom you selected as warders, in which I should be more guided by the character of the man than by his attainments or rank in society. He must be looked for with a lighted candle.

4615. Have you determined in your own mind the description of men who would be the better men to select as warders?—I can hardly represent to the Committee my impression of a good man. There should be great intellectual development, with the utmost amount of benevolence, and the utmost amount of anxiety; really to consider much more the interest of the children as a body than his own. Such persons are rare, but they are to be found.

4616. In the school which you have recommended, in which agricultural pursuits directly you come to the reformatory system, are to be the sole employment, would there

there be any necessity for great intellectual development?—I think that, other things being the same, talent is always desirable, inasmuch as it gives greater influence over the minds of the persons who are committed to him; not necessarily education, but natural talent. I think that a man who has been brought up in a higher sphere than the majority of the children committed to him is not desirable.

4617. What size would you have the farms attached to these schools?—Much smaller than appears to have been considered necessary by the great majority of witnesses who have been examined before this Committee.

4618. Why would you diminish the size which has been recommended by other witnesses?—I would cultivate it entirely by spade labour. It should be a model garden farm.

4619. Have you calculated how many children would be necessary per rood or per acre to cultivate it properly?—I doubt your being able to cultivate with advantage, with a school consisting of 500 boys, more than 50 acres entirely by spade and manual labour, and without horse labour or the plough.

4620. How many would you suppose to be in confinement at any one time, undergoing the first process of their sentence?—One-fifth probably of the number.

4621. Then you put about eight boys to an acre?—Yes.

4622. Do you think that would give them enough to do through the year solely in agricultural pursuits?—I should begin by draining the land very deeply, by processes which the members of the Committee are so much more familiar with than myself. You might carry out your liquid manure, and have everything done by man which is usually done by horse labour, and you would find a much smaller quantity of land necessary.

4623. Would you work all the boys together, or in separate gangs, inspected by the same persons daily?—In separate bodies, but each body should, I apprehend, be under one and the same person, in charge of that party, who should remain with them, work with them, live with them, sleep with them, and, in fact, be their father, if you wish to keep up the domestic principle.

4624. Mr. *Adderley*.] You were understood at first to propose that the reformatory school which you suggest should be an intermediate institution between a prison and a ragged school?—Rather as between a prison and a school; a place in which the reformation of a criminal should be considered together with his admission not being an object of desire.

4625. Do you mean that the character of the institution should be an intermediate character, or that there should be three institutions, and that this should be an intermediate institution?—Only one institution established by the State.

4626. When you used the word "intermediate," you meant an institution of an intermediate character?—Yes.

4627. When you propose commencing the treatment at this institution more severely, and softening it gradually, do not you think that the first character would always stamp the institution in the opinion of the country?—I do not contemplate anything much more repulsive than we have long had established in the workhouses, both in England and in Ireland, for adults.

4628. You mean that the institution should not be more repulsive than a workhouse?—Not much more repulsive. There should be a power of detention, which does not exist in the workhouse; but the mode of labour should be very much the same.

4629. Upon the whole, in the opinion of the country, and especially of criminals, would this institution, as first established, be looked upon as a reformatory or a school?—I hope it would be looked upon as a place of reformation; a place which a boy would rather dislike entering, but when in it, would leave very much benefited.

4630. What is the principle on which you propose such an institution in preference to a prison, to which children are now sent?—Prison discipline, I apprehend, has at present scarcely the means of being thoroughly reformatory. The modes of employment are all penal; the children do not work in the open air; there is less tenderness and less kindness than I believe to be essential to the reformatory system in a gaol.

4631. If you propose maintaining so penal a character, would not some slight alteration in prison discipline attain your object, without a separate institution at all?—It does not appear to me to be possible. My answers have particular bearing on Ireland, as I consider myself an Irish witness. Ireland contains no fit establishments. A gaol is an ill-contrived, over-crowded building, situated in

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the heart of a vast town; the child himself lives in the very atmosphere of crime; on the expiration of his sentence he returns to his former associates; whereas, if you established institutions such as I have recommended, by which you might, if necessary, send children to most opposite points from those to which they originally belonged, so that at the expiration of the sentence they might be unknown to their former associates in crime, I hope that you might cut off the stream of crime.

4632. Then all your objections to a prison, are the character of the building and the length of the sentence?—To all its features.

4633. You do not object to a prison, *qua* prison, for children?—I do indeed; I call it a reformatory institution, not a school; a school seems to me to be a place where children are taught; I wish for a place where children would be rather trained than taught.

4634. If training and education are your objects, and not simple correction, why do you propose the preliminary penal period in your reformatories?—Lest children should commit slight offences with a view to admission to such institutions.

4635. Do not you injure your reformatory system by giving it that preliminary penal character?—To a certain extent I apprehend that you do, but that seems to be an essential difficulty connected with punishment.

4636. Do not you think that deterring parents, by inflicting the cost of the maintenance of their children upon them, would attain your object, and avoid the objection which you have just alluded to?—I fear not, with our English views as to punishment; with the continental doctrines, I apprehend that it would be easier to punish the parent for the misconduct of the child. If a child were wandering and begging in Switzerland, or committing an offence against property, the police would, I apprehend, lay hold of the child, and cause inquiry to be made where his parent lived; and if his parent could not give a perfectly good account of how he supported himself, and how he provided the means of support for the child, the parent would himself be sent to prison. I do not think that, with our English views, we should fully carry out the same principle.

4637. The question was whether, in your opinion, inflicting the cost of the maintenance of children in reformatories upon their parents, would not be a sufficient check on juvenile crime, without inflicting a preliminary penal treatment upon the children?—Parents of that class in Ireland have no funds, and in England very seldom; so that you actually must fall back on the person of the parent, and not on his purse, in my opinion; if the tradesmen class furnished criminals, it would be easier to do so; but as the parents of criminals are the very lowest class of society, I think that you could only get the person of the parents.

4638. Do you consider that the great majority of juvenile criminals in Ireland spring from the very poorest class?—Quite.

4639. Mr. *J. Ball.*] With scarcely an exception?—I am quite ready to add, with scarcely an exception; I do not think that you have, properly speaking, a class of criminals in Ireland.

4640. Mr. *Adderley.*] Are you sufficiently acquainted with the characteristics of the classes in both countries, to be able to say whether that is more the case in Ireland than in England?—It is more the case in Ireland, certainly.

4641. Do you think that imprisonment has much terror to juvenile criminal classes in Ireland?—I think that it has.

4642. And you hope by this preliminary penal period to gain the same deterrent effect to your reformatory institution?—Yes; I find that juvenile criminals of all classes, and especially Irish ones, have great dislike to labour and discipline; and I hope that those principles, even though kindly carried out, may be looked upon with dislike by parties who have not yet committed crime.

4643. You think that the mere deprivation of liberty and infliction of work, may be used with more effect as a penal treatment in Ireland than it can be in England?—Upon the whole, I should say so.

4644. Are you not afraid that this first penal stage would consist of a treatment rather injurious than otherwise to children; as, for instance, employment in stone-breaking which you have alluded to, and similar employments, are they not rather obstructive of the proper education of children?—Education may still be carried on for a certain number of hours of the day; I think that even a child who commits an offence against society, should receive soon after it something in the

the nature of punishment; something which he very much dislikes, and wishes to get over.

4645. In your remarks upon mendicancy and vagrancy, you were understood to state that you thought no alteration of the law was necessary, but that the present law should be carried out more strictly?—I am not prepared to say that it might not be possible to alter the vagrant law with advantage; but I believe that the law as it stands, if judiciously carried out (and in the greater part of Ireland I believe that it is judiciously carried out), would be sufficient.

4646. Vagrancy and mendicancy, according to the present law, are crimes?—They are.

4647. Mr. *J. Ball.*] The Committee understood Mr. Connellan to recommend that institutions should be established, which should contain, either under the same roof or immediately contiguous to each other, two separate compartments, in one of which a severer discipline, analogous to that of Parkhurst, should be enforced, and in the other, very similar to that which is enforced at Red Hill, with which probably you are acquainted from the evidence; does that substantially coucur with your recommendation?—It is very much the same.

4648. In this respect, however, you differ; that you think all the children committed to such institutions should, in the first place, pass through a severe discipline; and that in consideration of good conduct and general progress, they should be advanced to a milder department?—Precisely.

4649. With reference to an answer you have already given upon the subject of vagrancy, you are understood to be of opinion that young persons guilty of vagrancy should, when they are apprehended, be placed in such a penal reformatory institution as you recommend?—Yes.

4650. Then this difficulty occurs, that young children who, if the parents thought proper to apply for relief, would be admitted to a workhouse school, would, without anything that could be considered a moral fault on their part, without a knowledge that they were breaking the law, and in consequence of the default of the parents, either to take proper charge of them, or, if destitute, to apply for admission to the workhouse, become inmates of a much more penal institution; does any answer to that occur to you?—The remedy for that evil appears to me to consist in endeavouring to get at the parent, which the Vagrant Act seems to contemplate.

4651. From the answer you gave, you were understood to be of opinion that no practical good would be obtained from sending children to such an institution, unless they were detained there a considerable period?—Yes.

4652. The present vagrant law gives no power to detain the parents of children beyond the short term of imprisonment to which they can be sentenced; would you not practically arrive at the same mischief from sending the children of vagrants to a workhouse school, namely, that the State would have taken charge of them, and would have relieved the parents of the cost of their maintenance, and so have become, as it were, accomplices of the parents in their practical desertion of their children?—I do not contemplate that the children would be committed at all, but that the parents would be sent to the adult gaol, and the children to the workhouse, in cases where they committed no crime. If a parent sends his child to beg, he is the party who is guilty, under the vagrant law.

4653. Still at the present time, in practice, where the vagrant law is in force in Ireland, children who are found begging are committed, and the parents are very rarely apprehended at all, and where they are apprehended they are committed also, the whole party being sent to gaol, and not to the workhouse?—Speaking with proper hesitation, I am disposed to dissent from that view, that the parent is sent to gaol. For instance, a woman with four children is found begging, or the children are found begging; the woman would go to the gaol, and the children to the workhouse, being destitute, upon the mother's committal; and means would be taken to communicate with the parent, so that the child might be sent to meet the parent on her discharge. I have known cases, not in hundreds of instances, but I may say in thousands of instances, in which children were admitted to the workhouse on the committal of the parent.

4654. From your knowledge of the local administration of the law in the parts of Ireland with which you are best acquainted in practice, have the children of vagrants been sent to the workhouse?—The children are sent to the workhouse and the parents to gaol, as far as the administration of the poor law is carried in the north of Ireland. I cannot speak with any experience as to the administration of the Vagrant Act in the province of Munster.

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4655. With reference to an answer that you have given, and certain returns to which you have referred, as to the number of criminals in workhouses, those returns probably cannot be considered as entirely trustworthy; for there are no means taken strictly to ascertain whether or not the children admitted to workhouses have at any time been convicted?—Those returns may not be literally accurate, but I think the proportion of error small; I can test them practically by my own knowledge, as regards the north, where I know them to be accurate; and I have no reason to doubt that they were prepared with equal care in other provinces in Ireland.

4656. Does it appear to you that vagrant children, or children of beggars, are a class whom it is practicable at present for the State to take charge of, with a view to their education, and to rescue them from the temptation to crime in which they are brought up?—At the present moment, their number appears to me too large to grapple with. I do not think that the State could take the children of all the mendicant and criminal classes, and separate them from their parents, and provide for them. Neither, in the present state of Ireland, do I apprehend that that would be considered a punishment, in a considerable number of cases.

4657. Looking at that class as the class which does practically supply the future criminal population, does it appear to you that nothing can be done for the purpose of rescuing the children of the vagrant and mendicant classes from the life which they lead, until those children become guilty of such a crime as would entitle them to be sent to a reformatory institution?—I rather think that their education will be effected in the workhouses; that as a more stringent carrying out of the mendicant law is effected, mendicancy will gradually diminish, and ultimately cease; and that those who have carried it on will be forced into the workhouses. At present, mendicancy has entirely, it may be said, ceased in many of the northern counties of Ireland.

4658. Is your knowledge of the city of Dublin sufficient to enable you to say whether the same thing has taken place there?—I am not enabled to speak by any means with the same satisfaction. The ordeal through which the south and west of Ireland is now passing, must during that period very much increase both mendicancy and crime.

4659. Can you explain a little more pointedly that ordeal?—The consolidation of farms; the gradual alteration from a tillage system to one of green crop; considerable emigration from heads of families, leaving their wives and children behind them, all increase the number of persons who have no certain means of livelihood.

4660. You are aware that a very large proportion of the committals to gaol in the south of Ireland, and also in the provinces of Leinster and Connaught, arise from the committal of mendicants and vagrants?—It has been so stated by witnesses.

4661. Do not you apprehend that the present working of the law with respect to those classes is calculated not merely to maintain, but to increase the number of criminals in the country?—The first stage of a law which breaks existing habits, and creates a new crime against society, must at first produce painful symptoms, and must at first add, no doubt, to the number of criminals; but, upon the whole, its advantages seem to me very much to exceed its disadvantages, where humanely and wisely carried out.

4662. The point upon which I wish to obtain your opinion is, not whether or not the law should continue to regard mendicancy and vagrancy as a crime to be punished in the parents, and those who are guilty of it should be brought under the supervision of the law, but whether or not, either completely or partially, any attempt should be made to take hold of the children who are engaged in those pursuits, and to give them such an education as to fit them for hereafter obtaining their livelihood, or whether you would leave them engaged in those pursuits, merely removing them by a short sentence, and wait until they had become guilty of more serious offences, before you commenced the reformatory process?—It is exceedingly desirable to diminish the number of children so circumstanced, by giving them good habits; but I am not prepared at once to recommend that all children who are found begging should be sent to a permanent asylum.

4663. You would not consider repeated convictions for vagrancy or mendicancy a ground for removing such children to a reformatory institution?—I should.

4664. With reference to the management and government of reformatory institutions, would you recommend that they should be exclusively under Government control, and allow the visitation of local bodies?—Certainly; of course

course providing religious administration, to which I should attach the utmost importance.

4665. You would, as a consequence of retaining the exclusive control and management of the institution, think it necessary that Government should pay the expense of the establishment?—The building and the expenses of the establishment, but not what is called maintenance; I should wish that to fall as a local charge.

4666. Can you make a definite suggestion as to the way in which that chargeability should be imposed?—I think the present Irish poor law statutes enable you with great ease to carry out that system.

4667. Would you recommend that the maintenance of young persons in a reformatory institution should be charged exactly as if they were relieved under the Poor Law Acts?—I should carry out that principle.

4668. Would you impose the charge upon a particular district?—I should endeavour to localise it as far as possible.

4669. With reference to parental responsibility for criminal children, it is your opinion that in general, in Ireland, that responsibility could not be enforced against the property of the parent?—Property does not exist.

4670. Admitting such cases to be rare, do not you consider that it would be a just provision of the law, that where the parents of criminal children had property, they should become responsible for their maintenance in a reformatory institution?—It would, at all events, be harmless, and in some rare cases might be practically useful.

4671. With reference to the disposal of the children to be admitted into a reformatory institution in Ireland, is it your opinion that it would be practicable and desirable that any portion of the proceeds of the labour of the children, when advanced from the penal department to the training department of such a reformatory institution, should be set apart for their future outfit, either at home or abroad?—It appears to me to be desirable; trifling variations might be made whilst they were in the institution; there might be slight rewards in the nature of food or treatment, with deferred pecuniary advantages on quitting the asylum.

4672. From your knowledge of Irish children, do not you conceive that the element of hope is very active in their minds?—Yes, it is very strong.

4673. And that a prospect of being able to provide for themselves after leaving the establishment would be a strong incentive to good conduct?—That might possibly be applied in the shape of a hope of a passage to America as a free emigrant.

4674. Can you inform the Committee whether, within the last year, any important progress has been made in the establishment of separate schools, and in the education of pauper children?—Very considerable progress has been made in the course of the last few months in the industrial education of the children in Irish workhouses. That has not assumed the form of separate establishments, as contemplated by the 11 Vict. c. 25, but rather in attaching land to workhouses and industrial occupation for both sexes.

4675. Can you furnish the Committee with any return or any statement of the number of cases in which land has been added to workhouses, and in which agricultural instruction has been efficiently instituted, in connexion with workhouse schools?—In by far the larger number.

4676. Has a circular letter been addressed by the Poor-law Board in Ireland to the inspectors?—Yes.

4677. Can you hand in that circular?—Yes. (*The Witness delivered in the same.*) I may venture to remark, that in a very considerable proportion of the workhouses of Ireland, I believe by far the majority, education now, I apprehend, leads to a child turning out a useful member of society. I have remarked a great difference between the efforts made for this purpose, in different parts of Ireland. That seems to have been more neglected in Munster than in any other part of Ireland; probably greater obstacles have temporarily opposed themselves to a better system, but they will, I apprehend, soon pass away as Ireland assumes a more normal position.

Vide Appendix.

4678. Do you attribute the improvement which has taken place in this respect to the great reduction in the number of inmates?—Without a reduction in the number of inmates, it was really impossible to grapple with the difficulty.

4679. However, at the present time, is it your opinion that in many of the larger towns the number is too considerable to admit of the carrying out of a system of education for pauper children, which you would consider efficient and

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adequate to the object?—They are; but if boards of guardians so circumstanced could be induced to establish schools at a short distance from the workhouse in the country, I believe that not only great moral advantages would follow, but that the actual pecuniary expense would be diminished.

4680. Reference has been made by a witness before the Committee to the workhouse education in the county of Cork, which has been described to be very inadequate; are you able to inform the Committee whether, in connexion with the Cork Union, an industrial agricultural school has been established?—I apprehend that it has not been established; the state of the Cork Union has attracted the attention of the Commissioners, who are now carrying on an inquiry as to its management, especially with reference to this subject.

4681. Mr. *Fitzroy.*] Are the children taught any trade in any of the workhouse schools in Ireland?—They are in by far the greater number of workhouses.

4682. Are the girls prepared for service?—The industrial education of the girls is less satisfactory than that of the boys; the girls are taught to make and mend their own clothes, and to wash and keep clean the buildings they occupy; but cooking, and what is called fine washing, cannot, under existing circumstances, be properly taught; cooking is carried on with a vast steam machine, which is not a good model for domestic use.

4683. Mr. *J. Ball.*] Independent of which, the labour of adult females being necessary in the kitchen, it is not possible, constantly, with the principle of classification, to introduce young girls into that department of workhouses in general?—There is that difficulty. As regards the washing, that has been met in many of the workhouses, by providing a separate washing place, with irons, and all the other necessary implements, in the girls' building.

4684. Mr. *Fitzroy.*] Do any considerable proportion of these pauper children remain paupers permanently, or are they placed out at a certain age?—I can speak with more confidence as to the details of that part of Ireland where I was longest employed as inspector.

4685. *Chairman.*] What part was that?—The north-east; I ascertained that in Belfast and other northern unions the proportion of children who misconducted themselves after they left the workhouse, during the period of their first engagement on leaving the workhouse, was about five per cent., and we sent to service all children on reaching a proper age. I apprehend that much of the success of pauper management, as regards children, depends upon sending them out at a proper age. If you keep a boy until the age of 16 he will rarely turn out well; if you graft him into society at 12 or 13, having given him some previous habits of industry, in the majority of cases the result will be successful; but a youth accustomed to a routine, and not forced to exert himself, will not submit to the new restraints and the new necessities for exertion which exist in society, and is termed "idle," and too often returns to the workhouse. These remarks appear to me to be as applicable to England as they are to Ireland. I could mention, as a suggestion with reference to children in Irish workhouses, that we very much require a power of retaining children up to the age of 15; at present an orphan child (and two-thirds of the juvenile inmates of Irish workhouses are either orphans or deserted) may at the age of nine years demand his discharge and go out.

4686. Mr. *Fitzroy.*] Are you aware that in the south and south-west of Ireland the demand for girls who have been trained in workhouses is sufficient to enable the guardians to place them out?—I think not; the most unfavourable accounts that I have received as to the moral results of the workhouse system have been from inspectors, who complain of that very difficulty, in the south and west. It would be exceedingly desirable that some means should be taken to relieve unions which are so circumstanced from the burden of girls from 16 to 21. Many of the workhouses have sent girls of that age to Canada and the United States; that is an experiment, no doubt, which is attended with a certain amount of danger to the girls; but it is, in point of fact, a choice of difficulties.

4687. What is the usual course pursued with girls of the age of 16 or 17 years in workhouses, who cannot be placed out?—They are removed to the adult side, where there exists a certain amount of danger from contamination with females of previously immoral character. Classification is carried out in the greater number of workhouses; in all, in my late district, in which females of notoriously bad character were separated from the well-conducted.

4688. Do you imagine that a large proportion of these females become permanent

permanent paupers?—No such class exists, in two of the four Irish provinces, in sufficient number to be called a class.

4689. In which two provinces do they exist?—Munster and Connaught.

4690. Mr. *J. Ball.*] You are of opinion that education in Irish workhouses might be made considerably more efficient if a superior class of teachers were appointed?—Yes.

4691. Is it your opinion that, at least throughout a part of Ireland, the guardians are not yet sufficiently alive to the importance of securing the services of efficient teachers, and are unwilling to give the salaries which such teachers would require?—It is so; and, moreover, where they employ efficient teachers, they are too often disposed to employ an insufficient number.

4692. Is there a difficulty at present in Ireland in enforcing, by the authority of the Poor Law Board, the selection of masters of a high class, and with good salaries?—There is. I am glad to say that very important aid indeed has been derived from the National Board granting small sums of money, in the nature of a premium, to schoolmasters whom they may deem most deserving, in addition to the annual salary fixed by the guardians.

4693. You are aware that in England the salaries of the masters of workhouse schools are paid by Government?—I am.

4694. Do you believe that it would materially conduce to the improvement of the education in Irish workhouses if the same rule were applied in Ireland?—I do. I do not know any single change which would be attended with a greater advantage, and with less proportionable cost.

4695. Can you inform the Committee whether, in the unions of the south and south-west, where the number of paupers for several years was very large indeed, and greatly exceeded the original estimate upon which the workhouse was built, additional buildings, which went by the name of "Auxiliary Workhouses," are still found to be necessary?—They are diminishing in number.

4696. Are there still a considerable number of them?—There are.

4697. Do you conceive that in some cases the original workhouses are not likely to be adequate to the wants of the districts?—Yes.

4698. Would you avail yourself of the circumstance that the present buildings are not adequate, to endeavour to establish in those unions separate buildings for local purposes?—In certain unions this might be attended with great advantage.

4699. Is it your opinion that the guardians would be able, from their existing funds, to establish such schools without assistance?—Not without assistance as regards building, supposing them to be built.

4700. Do you think it is very desirable, as these unions are, generally speaking, the poorest unions in Ireland, that some assistance should be provided for the purpose of aiding them to build separate school buildings?—I think that it would be very desirable.

4701. Are there a class of boys and girls in workhouses for whom the ordinary discipline and rules of punishment seem to be inadequate?—My attention has been much drawn to that subject of late by the evidence of the witnesses before this Committee. I apprehend that the necessity which is complained of, arises not from the punishment itself being inadequate, but that they have looked to it rather than to a higher and more proper system of management; and that, as you make the punishment more severe, other things being the same, the more the parties in charge of them would look to that punishment as a means of keeping the place in order; and therefore that the result of the change would be injurious. I never knew any good schools where the punishments were frequent and severe. The milder the system, the better the discipline.

4702. Still in cases where there are children who are found unmanageable, do not you think it is desirable that they should be sent to the penal institution?—When established, certainly; with a power of charging their maintenance to the unions from whence they were sent.

4703. *Chairman.*] Do you now hand in certain tables and returns which you have obtained for this Committee, having reference to the objects of the inquiry?—I do. (*The Witness delivered in the same.*)

Vide Appendix

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The FARM-SCHOOL SYSTEM of the CONTINENT, and its Applicability to the Preventive and Reformatory EDUCATION of PAUPER and CRIMINAL CHILDREN in *England* and *Wales*. By *Joseph Fletcher*, Esq., Barrister-at-Law, Her Majesty's Inspector of Schools, Honorary Secretary to the Statistical Society of London, &c.—*Read before the Statistical Society of London, 16th February* 1852, *Sir C. Lemon, Bart., M.P., Vice-President, in the Chair.*

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THE FARM-SCHOOL SYSTEM OF THE CONTINENT, &c.

AMONG the various classes of facts, which, in the language of our original prospectus, are "calculated to illustrate the condition and prospects of society," there is none of more immediate interest or more general importance than that which, if studied without preconceived bias, may teach us how best to administer the grave trust involved in the custody of a pauper or criminal population, and especially of that portion of it whose youthfulness and plasticity of character render it probable that any mismanagement on our part will prove its total ruin, and entail upon ourselves no small weight of retribution. Solicitude in this matter is not limited to those who imagine that there is some power latent in the corporate being of "society" or "government" which ought to be used to the education of all, so that they shall of necessity be good citizens; and, placing themselves in high imagination aloof from all social ills, with folded hands, complacently reproach this corporate being for allowing their existence. It is even shared by many who would formerly have been content to use up human beings, of whatever age, by an instrumentality of mere punishment, in which they would have considered that the magistrate was simply doing the work which God had assigned to him, and with which it was no business of theirs to interfere. And it has long possessed the minds of, I trust, a still larger number, who, neither vainly denying the power of evil, nor vainly assuming to exercise divine justice without mercy, regard the criminal

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jurisprudence of a country as a mere code of human expediency, elaborated in supersedence of the personal conflicts which would otherwise tear society to pieces; and would fain see such collective efforts at self-preservation, guided, like those of the individual, by principles of a recognised responsibility, in that conflict against sin and sorrow, in that struggle for virtue and happiness, into which we were born and baptized, from which there is no earthly escape, and which we can wage with success only so long as we wage it humbly, forgivingly, and earnestly. An improving moral sense in the individual will often work the most important and happy changes in his course of action; and the time is perhaps arrived when an improving moral sense in society at large, will find it equally consistent with policy and economy to distinguish between crime and the criminal, at least to the extent of leaving a chance of redemption to those who are not altogether hardened in their evil courses. Repression, of a severity as great as a scale graduated by the enormity of the offences will permit, is apparently unavoidable in dealing with those hardened both by age and habit; but if we would meet the greater proportion of those who ultimately become confirmed criminals at the very commencement of their evil courses, with a more merciful and more enlightened severity, they might in many cases be saved from a darker doom, and society from its ultimate infliction, after enduring a lengthened series of injuries.

That it is no small subject of solicitude to which it is desired to rouse the public attention, will appear from the fact that the number of prisoners in the gaols of England and Wales, classed as "juvenile" in the prison-inspectors' returns was, in the course of the year 1849, no fewer than 12,955; of which number 1,431 were under 12 years of age, 2,912 from 12 to 14, and the remaining 8,617 from 14 to 17.* Although these were not in prison for the whole year, it must be concluded that there is more than this amount of juvenile population constantly on the verge of commitment, and virtually thrown upon society in a criminal character; and its near connexion with another vast mass to which society stands in parental relation (that of the pauper children), is but too painfully established by Colonel Jebb's assertion in his Report, dated the 14th of June 1851, on the discipline and management of the convict prisons in 1850, that "it is from this mass that the convicts who fill our prisons are in a great measure recruited." "I cannot," he adds, "too strongly impress the vast importance, were it only in a social and economical point of view, of vigorous and systematic efforts of prevention, directed against the causes of crime, so far as they may be traced to the want of moral, religious, and industrial training for pauper children."†

This moral relationship between the pauper and the criminal children is a painful fact, which we cannot witness with any degree of satisfaction; and combined with their analogous economical condition (as being wholly supported by the benevolence or the necessities of society at large, and not by the affection of parents or natural guardians), it compels us to take an enlarged view of the interests of both classes. The number of pauper children and young persons under 16, receiving in-door support, as destitute of natural guardianship, and wholly dependent on society, was, in England and Wales, on the 1st day of January 1850, no fewer than 26,841, being 23,596 orphans, or other children relieved without the parents being aided, 2,280 children of infirm pauper inmates of the workhouses, and 965 illegitimate children of such persons. The number of orphans or other children relieved out of the union workhouses, without the parents receiving relief, was, at the same date, no fewer than 17,854, and of children relieved out-of-doors, with their parents, as many as 37,161. Omitting the whole of the latter, as, we may hope, a temporary burthen, we have thus all the responsibilities of parentage resting upon society, in the guardianship of

Out-door orphans, &c. - - - - - - - -	17,854
In-door orphans, &c. - - - - - - - -	26,851
Juvenile Criminals, say only one year's crop - - - -	12,957
Making a Total of - - -	57,662

In the Appendix will be found tables supplying a great variety of information, in further elucidation of these figures. But it is much to be regretted that we have no detailed statistics of the domestic economy of our own poor-law system, to supply the data for its accurate comparison with that of the charitable and reformatory institutions of the Continent hereafter given. The only published data are those which appeared for a series of years in the "Journal of the Statistical Society of London," derived from returns made quarterly to the Poor Law Commissioners by each union. But these have recently been discontinued, because of the discontinuance of the returns, which never supplied the materials for great averages, but only the actual average cost of the in-door paupers for food and clothing respectively in each union. The average for both food and clothing seemed to vary from 2*s.* to 3*s.* 6*d.* per head per week. In the year ended Lady-day 1850, the total amount levied in the name of poor rates was 7,270,493*l.*, but the expenditure actually for the relief of the poor was only 5,395,022*l.*; the expenditure on law-charges being 77,582*l.*; in proceedings before magistrates, 65,120*l.*; in fees to vaccinators, 23,642*l.*; on account of the Registration Act, 58,637*l.*; under the Parochial Assessment Act, for surveys, valuations, &c., 14,195*l.*; towards the county or borough rates, 1,321,035*l.*; towards costs of voters', burgesses', and jury lists, 28,773*l.*; in expenses of parish property, 9,475*l.*; and for all other purposes, 366,739*l.*; making a total expenditure of 7,360,221*l.*

On

* Fifteenth Report of Inspectors of Prisons, Home District, 1851, p. 234.
† Report, p. 27.

On the 1st of January 1851, 634 unions employed 383 schoolmasters, whose total salaries amounted to 11,837*l.*, being at the rate of 31*l.* each per annum; 501 female teachers, at the cost of 10,493*l.*, being, on the average, 21*l.* each, sums which represent, perhaps, fairly the accustomed standard heretofore for the educators of pauper children. Out of the special grant recently made by Parliament to raise the status of this class of teachers, 20,004*l.* was distributed among them in the year 1850-51; but this was for the most part in mere supersedence of the sums already paid by the guardians, and not in addition to them. Some of the unions employed also superintendents of labour, to the total number of 69, receiving about 40*l.* a year each, or 2,723*l.* in the whole. The board and lodging of both teachers and superintendents may be valued at 15*l.* per annum more, being generally comfortable.

The daily average number of prisoners in all the gaols of England and Wales in the year 1849, was,

Males - - - - - -	15,300
Females - - - - - -	2,988
Total - - -	18,298

The total expenditure of all the prisons was 433,701*l.* 15*s.* 10¾*d.*, giving an average cost of 23*l.* 14*s.* 3¾*d.* per head per annum, or 1*s.* 3½*d.* per day. The average earnings of each prisoner were, however, 1*l.* 5*s.* 1½*d.* per annum; and exclusive of repairs, alterations, and additions, the average cost would be 21*l.* 1*s.* 9¼*d.* per head per annum, or 1*s.* 1¾*d.* per head per day. If the earnings were deducted, the average cost per head would be just under 20*l.* per annum, or 1*s.* 1*d.* per day. The earnings thus deducted consist of 9,906*l.* 13*s.* 1¼*d.* for net profit on manufacturing or other work, and 13,064*l.* 1*s.* 5*d.* estimated profit of work done for the benefit of the county, city, or borough; in all, 22,970*l.* 14*s.* 6¼*d.*

Those who are best acquainted with the mode in which we at present deal with responsibilities of this kind, will say least in its praise; and it is, therefore, a first duty to search the varied experience of our neighbours, in dealing with the like difficulties under somewhat varying circumstances, for some useful hints to guide us in the amendment of our own practice. A great body of this experience has been brought together in a perspicuous manner, by our valued honorary member, M. Edouard Ducpetiaux, Inspector-general of Prisons and Institutions of Public Charity in Belgium, in a report to the Minister of Justice for that kingdom, containing the results of inquiries made principally with a view to the guidance of his own judgment, in carrying out the instructions of his Government for the organization of the great reformatory farm school at Ruysselede. It is, in fact, a summary of the experience of all the principal systems of public charity tending towards farm industry rather than workhouse idleness; and of the efforts which, with growing intelligence, have inevitably grown out of them, to employ the hardiest and best forms of pauper training to the reformation of the juvenile delinquent also, when not already too deeply debased by crime. It will therefore be my first endeavour to give, as nearly as possible in the words of our author, such portions of his work as will rapidly convey to your minds its most important conclusions.

Classification of the Home Agricultural Colonies of the Continent.

Home agricultural colonies, he says, owe their origin to the efforts made, especially since the commencement of the present century, to relieve misery, resist the progress of pauperism, and give a moral training to the very poor. They tend to relieve the towns of their superabundant population, and stop the influx from the country; they give new life to industry, by diminishing on the one hand competition for employment, and, on the other augmenting the produce of food; and finally, they open a way to the reclamation of waste lands at home and the colonization of unoccupied wilds in foreign countries. Such, at least, has been their design.

The colonies which have been brought into existence are of two classes. 1st. Those which contemplate a provision for adults; and 2d. Those which are directed to the training of children and young persons only. And these again are subdivisible, by reference to their contemplating, 1st, simply the maintenance and training of the destitute to habits of industry; or, 2d, the actual reformation of those convicted of crime.

1. *Free Colonies, or Farm Workhouses* (*Fermes-hospices*).—These establishments, chiefly devoted to indigent adults, exist only in Holland and Belgium. In the former country they constitute one of the principal elements of the system of home colonization, elaborated by General Van den Bosch, and carried on, but without success, by the Charitable Society of Holland. In Belgium, two considerable experiments have been made; one at Wortel, in the Campine of Antwerp, which has completely failed, and the other in Flanders, where the farm-workhouses for the aged, sick, and orphan, are in full and prosperous operation.

2. *Colonies for the Repression of Adult Mendicancy and Vagabondage.*—These are but few, and several have failed or been abolished after a longer or shorter trial. Among others may be mentioned the correctional colony at Merxplas Ryckevorsel, in the Campine of Antwerp; the agricultural colony of Ostwald, near Strasbourg, which has recently been converted into a penitentiary colony for young prisoners; and the colony of Linth, in the canton of Glaris, which, formed at first for adults, has long received only children. It is believed, indeed, that there are no correctional colonies for adults now in existence, except only those of Ommerschaus and Veenhuizen, in Over-Yssel, and La Drenth, in Holland; and, in some respects, the depôt of mendicity at Hoogstraeten, in the province of Antwerp, in Belgium.

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3. *Agricultural Reform Schools, Refuges, and Colonies for Young Paupers, Mendicants, Vagabonds, Orphans, and Foundlings, Deserted Children, and those who are Vicious or in Moral Danger (Moral Orphans).*—The number of such establishments is considerable, and increasing every year in Germany, Switzerland, Holland, France, and Belgium; while in England, likewise, they are struggling into existence.

4. *Agricultural Penitentiaries, or Penitentiary Colonies.*—These establishments, directed exclusively to the training of children and young persons found guilty, or acquitted only as having acted without knowledge (discernement), but detained for the purpose of being brought up to a stated age, are numerous, and still increasing in several countries: such especially are the Penitentiary at Parkhurst and the Philanthropic Society's Agricultural Colony at Reigate; in France, the farm-colonies dependent on houses of detention, such as those of Gaillon, Fontevrault, Loos, &c., and the reformatory colonies of Mettray, Petit-Bourg, Ostwald, &c.; in Switzerland, the reformatory school of Bächtelen, in the canton of Berne; in Holland, the colony on the model of that at Mettray, which is being instituted by M. Suringer, &c.

All those out-door institutions which contemplate the management of adults, have proved decided failures, excepting only the "fermes-hospices" of Flanders, which, exemplifying the economical elements with which all home colonies and philanthropic efforts have to deal, deserve a brief notice, preparatory to a study of that application of the home colony to purposes of educational and reformatory discipline for children and young persons, which I am more especially desirous to bring before your notice.

Fermes-Hospices of Flanders.

The "Fermes-Hospices" of Flanders are of very recent origin, and have chiefly originated in efforts of private beneficence to deliver the class which inhabits them by gifts of land and buildings to the several "bureaux de bienfaisance," from the barbarous system pursued in some of the communes, and which is not yet extinct, under which the aged, infirm, and orphans dependent on public largess, are hired out to individuals; and to obtain the most favourable terms possible for the commune, the price of their maintenance is fixed by a public auction of each of these poor creatures. "These auctions," states M. Van Damme, Commissaire of the arrondissement of Roulers Thielt, in a general report to the Provincial Council of West Flanders in 1846, "are conducted in much the same manner as the sale of any piece of furniture or beast of burthen. Those who have a fancy for the thing, called together by the ordinary modes of public advertisement, attend in considerable numbers to aid in the proceedings. The poor creatures who are to be put out undergo a sort of public exhibition. Every one is allowed to calculate the disadvantages which infirmity would entail, and the profits to be derived from the remaining strength of each object submitted. Often they are knocked down to the highest bidder amidst the most revolting remarks, and the bargain becomes the subject of mutual jokes or lewd congratulations, according as it is deemed advantageous or otherwise for the parties. The paupers thus placed out are, for the most part, exposed to severer treatment than the greatest criminals in the worst organized prisons." "The orphan child," says a country pastor, appealing to the Belgian Home-office against this practice, "after being examined like a horse or a Negro slave, is put up, and the rate at which the bargain is struck is commonly determined by an estimate of the vigour of its health, and the services that can be got from it as an instrument of mendicity."

This barbarous mode of "assistance" was excused, or at all events explained, by the destitution of means on the part of the several communes; but there was only one way of putting an end to it, which was to prove by the most indisputable facts that it would not cost more really to give comfort to the aged and the orphan, than thus to press them to destruction; and this proof has been afforded by the fermes-hospices.

In East Flanders the fermes-hospices have chiefly originated in private charity, but under various forms; while in some communes they have been exclusively the work of individuals, who have erected the buildings at their own cost; in others it is the bureaux de bienfaisance that have formed these places, with the aid of subscriptions and special gifts; while in others again, property of the bureaux de bienfaisance has been sold to provide the requisite funds. But everywhere, before commencing the work, a fruitful canvass has been made among the wealthier inhabitants, and the peasantry have taxed themselves in the leading of materials, &c. Usually the commencement has been on a very small scale. At first some few paupers have been assembled in a house belonging to the bureau de bienfaisance; these have been employed in public work for the commune; then a field has been taken for them to plant potatoes in it, and presently this first commencement of cultivation, by their agency, has been extended. Each establishment is managed by an administrative commission, named by the communal council, and each forms a kind of farm, the labour of which is performed by the aged and the orphans, who raise produce enough to supply themselves with food. The domestic work is performed by the women, and the clothing is chiefly made in the house. In fine, each hospice is a little agricultural colony of the aged and infirm, and of orphan children, helping each other according to the measure of their capacities, under the direction of superintendents, or, more commonly, of some sœurs de charité. The extent of land attached to each is very small, the greatest in West Flanders is 12½ acres. In almost every establishment, however, two or three cows are kept; and the inmates, paying neither rent nor taxes, cost the communes very little indeed, the greater part of the inmates being yet able to work somewhat. They use the spade or the hoe, spread the manure,

manure, get in the seed, and pull up the weeds; they sew, wind bobbins, and weave linen; their food consists of milk, potatoes, vegetables, rye-bread, and lard; all the produce of their own husbandry. Their clothing is of coarse stuffs, woven and made at home. And to these resources are even added the profits earned by the schools, and teaching shops conducted by the sœurs, gifts from the charitable, &c.

On the 1st of January 1851 there were in the arrondissement of Roulers Thielt (West Flanders), according to a return furnished by its commissaire, M. Van den Berghe, the following 14 fermes-hospices, the establishment and cost of which were as follows:—

DESCRIPTION.	Number of Indigent Persons usually Maintained.	Persons composing the Direction.		Cost of Daily Maintenance.
		Religious.	Lay.	Centimes.
Ardoye	35	5	2	25
Gits	42	3	4	40
Hooglede	70	4	-	20
Ingelmunster	64	-	3	12
Ledeghem	36	-	2	32
Lichtervelde	92	8	-	12
Mulebeke	102	20	-	16
Moorslede	160	10	-	20
Oostnieuwkerke	54	-	2	14
Ouckene	35	-	2	20
Pitthem	96	7	2	17
Ruysselede	60	7	-	20
Rumbeke	82	4	-	11
Staden	75	3	1	11
Wacken	19	-	2	25
Westroosbeke	30	-	2	18
TOTAL	1,052	71	22	Avg. 20

I have entered the more fully into this description of the origin and present state of the fermes-hospices of Flanders, because it supplies a graphic description of the moral and economical basis upon which all analogous institutions have to be founded, at least in countries where there is no elaborate system of legal relief for the poor, as in our own, and which, in fact, underlies all such superstructures even in more indulgent England. The old Flemish condition of the pauper had its exact parallel in Switzerland; and the orphan poor who survived the hard slavery of their childhood, grew up in ignorance and destitution to be the authors, in their turn, of families destined to perpetuate the like degradation.

FARM SCHOOLS of SWITZERLAND, and their Employment in Reformatory Discipline.

Jean Henri Pestalozzi, born at Zurich in 1746, was the first to recognise the impropriety and danger of such gross neglect; he sacrificed all his limited means in founding a rural school for pauper children at Neuhof; and he pursued to the end of his life, through misapprehension and through scorn, the work of humanity which he had undertaken. This was recommenced on a striking scale in 1799, by M. Phillippe Emmanuel de Fellenberg at Hofwyl, whose views and institutions embraced the education of the highest as well as the most destitute members of society, and whose most valuable agent in the management of his poor school, Werhli, still perpetuates the spirit and realizes the views of Pestalozzi at the normal school of Kreutzlingen, near Constance. The poor school at Hofwyl is no longer maintained; but it must not be supposed, therefore, that its influence has been lost.

The number of rural schools erected on the plans of Wehrli have rapidly increased, and there are now one or more in almost every canton. These have not exactly the same object, but admit of being divided into the two classes which we have already adopted. 1. Correctional and reformatory schools for delinquent and vicious children; and 2. Asylums and homes for pauper, orphan, deserted, and morally-endangered children, who are destitute of the education supplied by the common relationships of a family.

The habits of domestic life form the basis upon which these establishments are founded. The superintendence of each of them is ordinarily committed to a married teacher; he fills the office and bears the title of the father of the family (hausvater); his wife assists him in all that appertains to the housekeeping and the supervision and industrial instruction of the girls; she bears the title of "hausmutter." Organized upon the domestic plan, the greater number of these schools receive children of both sexes.

This union of girls and boys under the same roof is somewhat contrary to received usages, and one might dread its giving rise to some inconveniences; but experience has proved, and proves every day, that these inconveniences are more apparent than real. It is observed, on the contrary, that the imaginations of children are more excited when the sexes are separate than when united, and fraternal and daily relations have been established between them. In a village, the habitual contact of girls and boys, under the general

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surveillance of the parents, forms the rule, and it has never occurred to the mind of any person to prohibit or even seek to restrain it. The rural school destined to represent, in a minor degree, domestic life and village routine, can and ought to admit of the like toleration, provided that the necessary precautions are taken that the intercourse shall not degenerate into abuse. Amongst these precautions may be mentioned:—

1. The vigilant supervision of the mother and father of the family.
2. The admission only of children under 12 years of age, and their dismissal at 17.
3. The separation of the dormitories appropriated to children of each sex.

Subject to these precautions, which even common sense dictates, the union of children of both sexes in the same establishments presents numerous advantages, viz.:—

1. In respect of economy of management.
2. In respect of a judicious distribution of labour, as best suited to the capacities of either sex.
3. In respect of instruction and education, by softening the dispositions, creating emulation, and strengthening the fraternal ties which should unite the members of one family.

But that a genuine domestic spirit may prevail in the establishment, the number of inmates should be limited, in order that the adopted parents may have daily, and, to a certain extent, continuous intercourse with the children entrusted to their care, and that the work of individual education may progress equally with that of collective education.

In the Swiss rural schools, the number of pupils usually varies from 24 to 40; in some establishments, as at Bächtelen, on a plan similar to that of the Rauhen-Haus, at Hamburgh, the entire family is subdivided into lesser ones, of 12 or more children, who are placed under the superintendence of an assistant "father." The children generally are usually admitted between 6 and 12, and quit, as already stated, at 17 or 18 years of age, after confirmation.

The plan of instruction is that adopted at common elementary schools. Agriculture forms the basis of their industry, and various other occupations are usually introduced to economise the expenditure of the establishment, and to employ the children when they are prevented from out-door work, or when such is not required.

The conditions of admission vary with the nature of the establishments, poverty not being generally held as a sufficient qualification; the want of education and parental care are necessary. Formed by free societies, these schools are principally supported by voluntary contributions; to complete their resources, a small annuity is paid by the communes or by benefactors, in order that a child destitute of all support may be admitted gratuitously.

The supervision of each establishment is entrusted to a committee, who also direct the placing out of the pupils on their departure, and take a benevolent interest in them.

A system of normal schools, especially designed to furnish teachers for pauper children, is an essential part of this system of rural schools for their training. Some of these establishments are attached to the rural schools, as at Hofwyl, Trogen, Carra, and Beuggen; elsewhere, as at Kreutzlingen, they exist separately. The "Société Suisse d'Utilité Publique" has fully conceived the importance of training fit persons for the rural schools; it has set aside a certain sum of money to allow of a proportionate number of candidates being placed in the normal schools, where they learn the theory and practice of teaching, initiate themselves in the habits and occupations of a country life, and prepare themselves for fulfilling the humble duties of a laborious profession, in a pure spirit of self-denial and devotion, for which the world offers no recompense, and which can hope for its reward only in heaven.

Cost of Maintenance in the Rural Schools of Switzerland.

NAME of ESTABLISHMENT.	Expenditure per Head per Annum.
	Francs.
Establishment for Orphans at Trogen (Canton d'Appenzell Rh. ex.)	150
Ditto at Schonenbühl (ditto)	148
Pauper and National School at Beuggen (Canton de Bäle)	150
Ditto at Battwyl (Canton de Berne)	300
Ditto at Langnau (ditto)	210
Ditto at Trachselwald (ditto)	120
Ditto at Grute (ditto)	198 to 212
Reformatory School at Bächtelen (ditto)	247 to 250
Ditto at St. Gall (Canton of St. Gall)	180 to 225
Rural School at Carra (Canton of Genève)	255
Colony at Linth (Canton of Glaris)	135
Reformatory School at Buch (Canton at Schaffhouse)	132
Ditto at Freienstein (Canton of Zurich)	105

The

The mean cost of maintenance in these 13 establishments is 185 francs per head per annum, or 50 centimes per day.* Appendix, No. I

A more detailed instance or two of the mode in which these institutions have been formed, will show the sources from which we must expect analogous movements at home, and yield us the important injunction, never to clog the springs of voluntary charity or of missionary effort among the people, but, by the hand of authority, merely render aid and assistance wherever it is obviously wanted. It will hereafter be seen that even all the despotic governments of Europe have already learned this maxim, or there would have been little material for the present paper. In Switzerland, and, in fact, throughout Europe, the agricultural poor-schools and reformatory schools all have the like origin and support, for the most part in private charity and effort, more or less seconded by the public authorities. The influences of religion are esteemed an essential condition of their useful existence; and their management is in the hands of local committees, of a more or less public character, according to the degree in which private or public sacrifices take part in their formation and support.

The institution of the agricultural poor-schools had proved a great benefit to Switzerland, by powerfully contributing to relieve distress and to stop the progress of pauperism. But experience showed that these establishments alone did not suffice to meet the case of vicious and offending children. When intermingled with others in the poor-schools, they are the means of introducing into them the germs of a demoralization which the vigilance of their managers cannot always counteract. Hence arose the necessity for drawing a line of demarcation between them, and of forming special establishments for the vicious and offending class. One of the first promoters of this reform, Jean Gaspard Zellweger, of Trogen, submitted a plan on this subject to the general assembly of the Swiss "Society of Public Usefulness." This plan was approved, and to hasten its execution, one of the old pupils of Werhli, Mr. Kuratli, was commissioned to visit the foreign establishments which might serve as a model for the projected institution. He spent two years in Germany, and after visiting the establishment of Kopf, near Berlin, gave his special care to a study of the organization and methods of the institution for morally neglected children of the Rauhen-Haus, at Horn, near Hamburg. On his return to Switzerland in 1840 he was entrusted with the management of the reform-school, which it had been determined, three years before, in 1837, to call into existence.

This school is situated at Bächtelen, half a league from Berne, and holds, in some degree, a middle position between a poor-school, properly so called, and a house of correction, The most scrupulous care was used in the admission of the children, who were received separately, and at intervals more or less remote, so that, at the close of 1841, the number was only 12, forming one family, under the special direction of Mr. Kuratli. The formation of a second family was commenced in 1842, and completed in 1844, under the management of a second teacher, Mr. Engeli, who had also served his apprenticeship under Werhli. Finally, in 1845, a third family was formed, also composed, like the two others, of 12 children. In addition to these three families, there has also been formed a trial section of six or eight children, in which those newly arriving are placed, before receiving their definitive place in the families, as vacancies occur in them. This organization in families, planned on that instituted at the Rauhen-Haus, by M. Wichern, has completely answered its end to the present time; facilitating surveillance, fostering emulation, and permitting the application to each child of the sort of care and management best adapted to its character and disposition.

Heretofore, this school has received only boys of the Protestant communion, but it is intended by its founders to form a similar establishment for children professing the Roman-catholic faith, as well as one for girls. The children are received from 6 to 15 years of age, with the view of their being kept for at least four years. There is a local committee for the superintendence of details, acting under a general committee of the Society, composed of six members belonging to different cantons, the inmates being received from any part of Switzerland. Besides the director, there is an assistant teacher, or "père" at the head of each family, a manager of the cultivation and stock, and a female housekeeper, making altogether a large staff for the management of 40 boys. Besides food, lodging, and every necessary but clothing, the director receives 800 francs, and each of the subordinate officers 300 francs per annum each, in Swiss currency, which is worth 50 per cent. more than French.

The children are employed in field-labour and gardening during the greater part of the year; but there are likewise workshops for ropemaking, cooperage, and joiners' work. The instruction is similar to that of the primary schools of the canton, occupying two or three hours daily in summer, and four or five in winter. The religious instruction is confided to the pastor of the commune, who gives the most assiduous attention to it. As for the work of education, it is being carried on at every moment; and, in unceasing contact with one or other of the persons in whose charge they are placed, the children cannot escape the good influences which surround them on every side. Their general conduct leaves nothing to be desired, and their abilities strengthen with their moral progress. Although the departures have yet been few, the success which has attended the young people augurs well for the future. A committee of patronage has been formed with a view to procure proper places

* Considerable use appears to have been made by M. Ducpetiaux, in his account of the Swiss schools, of a work published in 1845, by M. J. C. Zellweger, director of the pauper school at Schurtanne, near Trogen, entitled "On the Pauper Schools of Switzerland, erected on the Principles of Fellenberg."—(Die Schweizerischen Armenschulen nach Fellenberg'schen Grundsatzen. *Trogen*, 1845.)

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places for the young people going out, and to exercise a kind influence for their welfare. To extend the benefits of this establishment, a special institute has recently been formed at Bächtelen, to train masters and assistants for similar institutions, the students in which are to remain for three years; but before their definitive admission they are subjected to a three months' trial.

The maintenance of the reformatory school at Bächtelen is chiefly due, like its origin, to the indefatigable charity of the Swiss cantons. It is sustained by private subscriptions and donations, to which additions are made by the several cantonal governments; as also by the produce of its cultivation and workshops, and the price paid for the reception of children by particular communes, patrons, or parents, which average 50 francs (Swiss) per annum. The extent of its cultivation is 40 jucharten of fertile land, conveniently situated; and the value of the whole property, with that of the buildings and stock, is 54,944 francs (Swiss). The mean annual cost per child per annum has been of late years 165 francs (Swiss), or 247 francs 50 cents (French), or a little under 10*l.* English; giving a daily average of 68 cents, or nearly 7*d.* English. This may be regarded as the extreme necessary cost on the Continent of an institution in which the amplest moral agency is provided, for purposes not of education merely, but of reformation also; and though one "père" to every 12 children appears to be a large proportion, yet it should be borne in mind that even in the common poor schools it is strongly urged by Wehrli that the number thrown together in one community should never exceed 30.

In 1833, a great number of more benevolent citizens formed an association for the advancement and extension of the "Christian Education of the People in the Canton of Berne." This central society for the canton has its subdivisions for the several districts and chief communes, and its affairs are managed by a principal committee, corresponding with assistant committees. The objects are: 1. The establishment of schools of protection and work-schools for young girls; 2. The supply of soup to the poorest children in the common schools; 3. The apprenticeship of poor children; 4. The maintenance and encouragement of teachers for them, by the establishment of libraries for their use, courses of lessons, mutual conferences, &c.; and 5. The establishment of schools for pauper and morally-endangered children. In accordance with this last portion of their plan, the society has formed successively three schools, two for boys at Bättwyl and Langnau, and one for girls near to Bremgarten, each managed by a special committee, that for the girls consisting of nine ladies. Among the other Swiss farm-schools deserving of more especial notice are also the orphan house of Trogen, at Schurtanne, canton of Appenzell, founded in 1844 by Jean Gaspard Zellweger, of Trogen; the free school of Beuggen, for pauper children and the training of teachers for rural schools, originated in 1817 by a voluntary society formed at Bâle, who have been allowed to use for its accommodation the Château of Beuggen, about three leagues from the town, rented to them for this purpose by the Grand Duke of Baden; the rural school of Carra, in the canton of Geneva, erected in 1820, on the plan of Hofwyl, by the joint efforts of some benevolent individulals, led by M. Ch. Putel de Rochemont; the poor school of Eschersheim, in the canton of Glaris, known also as the colony of Linth, from being founded on the marsh of that name, by a charitable association led by the counsels of M. de Fellenburg; and the normal school of Wehrli, for teachers of rural schools, at Kreutzlingen, in the canton of Thurgovia. M. Ducpetiaux, in reporting to his government, gives special notices also of the orphan houses of Schönenbühl, near Teufen, and Vögelinseek, at Speicher, in the canton of Appenzell; that of St. Marguerite, in the canton of Bâle; the poor-schools of Trachselwald, Biel, Grube, Wangen, Rüggisberg, Könitz, Grossaffoltern, Langdorf, and Neustadt, in the canton of Berne; the reform-school of St. Gall; the poor-schools of Foral and Pfankis, near to Coire; the reform-school of Schiers, and the orphan-house of Coire, in the canton of the Grisons; the reform-school for pauper and neglected children at Buch, in the canton of Schaffhouse; the orphan-house of Soleure; the rural school for pauper children at Bernrain, in the canton of Thurgovia; the agricultural schools of Echlehens and Champe-de-Bois, in the canton of Vaud; and the reform-school of Freienstein, and the poor-school of Kappel, in the canton of Zurich.

Farm Schools for Preventive and Reformatory Discipline in Germany and the Northern States of Europe.

Germany, like Switzerland, has not rested satisfied with scattering the children dependent on its charity out at board to the cheapest bidder, in whose charge they obtain no education whatever, but, on the contrary, are too often the victims of vicious speculation. It has made endeavours to bring together its "moral orphans" under able and devoted management, deeply solicitous for their best interests, and having a special regard to their future prospects. The reform schools of Wurtemberg, for instance, date from 1820. In 1828, there were already eight such schools, containing 259 children; and in 1841 they amounted to 20, and afforded shelter to 1,063 children. Yet further, in the kingdom of Wurtemberg, as in many other countries in Germany, scholastic education is generally combined with industrial and agricultural training. In 1841, this twofold instruction was extended to 51,505 children, dispersed through 882 schools. The agricultural schools, properly speaking, numbered 11,735 pupils.

The Grand Duchy of Baden was not slow to follow the example of the kingdom of Wurtemberg, but with restriction to a more limited class of children. In 1833 an association was formed, and subscriptions collected; the institution received the approval and countenance of the government; and it has embraced the whole of the Grand Duchy. Its aim is the reformation of children on the road to vice; those whom their parents or teachers have vainly

vainly endeavoured to correct; those whom their families might corrupt; and even those under judicial condemnation. It adopts the two methods concurrently of combined education in special establishments, and placing the children out with individuals. Amongst the establishments of this kind in Baden, we may notice the house of reform at Durlach, erected in 1837; the reformatory schools at Lichtenthal, near Baden-Baden, for Protestant and Catholic children, at Mariahof, founded in 1843; at Haardthaus, near Carlsruhe; at Bögisheim, near Müllheim; at Weinheim, &c.; the last establishments recently erected.

In Bavaria, the house of reform at Nuremberg numbers many ladies in the society, who founded and support it; and it receives assistance also from the treasury of the district. Gratuitous admission is only granted to children under the twofold condition of destitution and want of moral protection. It does not receive those that could find shelter in other benevolent establishments, or whose family seek to get rid of them from selfish motives. The age of admission is from 5 to 13, and the cost of board is 60 florins per annum. Other establishments of the same kind have been established successively at Schallershof, near Erlangen, for young indigent females; at Bayreuth, by the association of Jean-Paul; at Hof, Naila, Trautberg near Rüddenhausen, Hassloch in the Palatinate, &c.

In the grand-duchy of Hesse Darmstadt, there is one reformatory school at Arnsburg.

In the grand-duchy of Saxe Weimar, the reformatory school which Falk erected in 1813, and sustained by his sole efforts, would have sunk at his death, if the Grand Duke had not converted it into a public establishment, and annexed it as an appendage to the Institute for Orphans (but with a separate and distinct object, that of an asylum for neglected children), and at the same time preserved the name of the generous founder, as a just testimony of public gratitude to his memory.

The principality of Lippe possesses one reformatory school at Ehrsen; and in the kingdom of Hanover M. Geyer erected a small reformatory school at Volpritshausen in 1840; and a like one was founded at Alten-Cellen, near Celle, under the title of the Linerhaus. The electorate of Hesse, likewise, possesses a reformatory school at Rengshauser, erected by M. Rausch, its pastor.

In the kingdom of Saxony the Agricultural Institute of Braunsdorf, near Freyberg, originally intended for orphans, has been appropriated for some years, with the concurrence of the Government, to serve as an asylum for morally-engandered children; and another establishment, having the same end, has been erected at Dresden by means of private subscriptions. But the most remarkable reformatory school of the north of Germany is that of the Rauhen-Haus at Horn, near Hamburg, under the direction of M. Wichern, founded in 1833. This establishment may be considered to have served as a pattern for most of the establishments of this kind erected since that date. Lubeck followed the example of Hamburg in 1844; its reformatory school bears the name of "Fischerbuden." Bremen has recently possessed a reformatory school at Ellener-Hof. Mecklenburg has erected a reformatory school at Ghelsdorf, near Rostock; and Schleswig-Holstein has its own at Flensburg, under the denomination of "Martinstift."

Next to Wurtemberg, Prussia is the most zealously occupied in providing the means of rendering assistance to neglected, abandoned, or vicious children. In 1825, a house of refuge was founded in one of the suburbs of Berlin, with divisions, one for girls and the other for boys; and the direction of the latter has been confided, since its origin, to M. Kopf. A private association has recently erected a reformatory school at a place in the environs of Berlin, under the name of the Pestalozzi Foundation (Pestalozzi-Stiftung). It occupies a space of 10 acres, and already has a family of ten children; this number will be gradually increased to 25 or 30, subject to the direction of the "father of the family." Königsberg, in old Prussia, has also its house of refuge.

Pomerania possesses a like establishment at Züllchow, near Stettin, which is annexed to the Institute of Brothers; and an association of ladies founded an asylum on a smaller scale for young girls at Garz, in 1844. Many other asylums of the same kind have been successively established at Abtshagen, at Parchlin near Bärwalde, at Cardemin near Greiffenberg, at Greiffenberg, Plathe, Cammin, Wangerin, Zanow Stralsund, Eckartsberga, &c.

At Posen and Rawicz, in the Grand Duchy of Posen, there are some small asylums, formed in 1830. The Association of Meseritz, for the education of pauper and morally-endangered children, has recently erected a reformatory school at Rokitten. There are, moreover, for the three provinces of this duchy, special departments for deserted children in the workhouses of Berlin, Straussberg, Landsberg-sur-la-Warte, Neckermünde, Tapiau, and Kosten. A house of correction and reform for young delinquents has also been recently formed at Insterburg, in eastern Prussia.

In Silesia, different associations for the benefit of abandoned and morally-endangered children have been instituted at Goldberg, in 1829; Lüben, in 1833; Jauer, in 1834; Gorlitz, in 1835; Schreiberhau and Leignitz, in 1836; Strehlen, in 1837. Four, those of Goldberg, Görlitz, Reichenbach and Leignitz, and Schreiberhau, have erected houses of refuge, into which children of both sexes are received. At the house of refuge at Schreiberhau, which has recently extended its operations, an Institute of Brothers is about to be annexed, on the plan of that at the Rauhen-Haus. There is likewise a reformatory school at Neusatz, near Breslau.

In the duchy of Saxe, the old house of refuge at Aschersleben has ceased to exist. The Institute at Erfurt (Martinstift) cannot properly be counted amongst the asylums now under consideration. The department for children in the workhouse at Zeitz may, in some respects, be classed with them. More recently, three reformatory schools have been instituted in this province; at Althaldensleben, near Magdebourg; at Kläden, near Stendal:

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and at Neinsted, near Quedlinburg; and attached to the latter is an Institute of Brothers, similar to that under the direction of M. Wichern, at the Rauhen-Haus.

In the province of Westphalia, also, there is an especial department for children of both sexes in the workhouse of Benninghausen, and a small reformatory school founded lately at Borgholzhausen.

In the province of the Rhine, the establishment at Düsselthal, erected by Count Von der Reeke, under the superintendence of the government, and the ancient Abbey of Steinfeld, in Eifel, dependant on the workhouse of Brauweiler, afford an asylum to unfortunate young persons temporarily excluded from society through misery, neglect, or vice. To these may be added the houses of refuge and reform at Herstein, Simmern, Kreuznach, and Unterbarmen, and the Association for the Education of Pauper Children at Neukirchen, near Mörs.

Lastly, Prussia numbers many establishments of the same kind at Naumburg, Querfurt, Schilesche, Herrestadt, Greiz, Wartenburg in Ermland, Zimmerhausen, Reitwein, Zühlsdorf near Arnswald, Linde, Brüssow, Gramzow, Gefell, Bernburg, &c.

This movement has extended into the north of Europe. In Sweden, Baron Gyllenkrok, encouraged by the success exhibited in the Institute of Hamburg, founded some years since a reformatory agricultural school on one of his estates. In aid of this first attempt, and to facilitate the formation of two new establishments of the same kind, the Diet voted to the Government a sum of 40,000 thalers. Christiania, likewise, possess a house of refuge for boys in one of its suburbs, to which the Norwegian Diet has recently made a grant.

In Denmark, the late Count Holstein founded, on one of his estates at Finxendal, in the island of Seeland in 1834 an agricultural asylum for morally-endangered children; and a second house of refuge has been recently erected at Copenhagen by the Benevolent Society for Deserted Children.

In the Russian provinces bordering on the Baltic, reformatory schools have been successively formed at Arnsburg, in the island of Œsel, at Pernau, and at Reval. Numerous colonies formed by the Germans, particularly in Bessarabia, cannot be classed amongst the establishments which form the subject of this notice. It may be mentioned, however, that there exists a species of house of refuge at Sarrata, organized after the model of the reformatory schools at Wurtemberg, and which affords an asylum for vicious or neglected children, appertaining to the German colonies of that district.

Austria likewise possesses houses of refuge for vicious and morally-endangered children at Vienna, Brünn, and Prague. And lastly, a reformatory agricultural school has been recently formed at Zclemér, near Debreczin, in Hungary.

The greater part of these institutions are formed by societies or individuals on a very humble basis, and only number a few children; some receive children of both sexes, and others only girls or boys. The organization in families generally prevails, as at the Rauhen-Haus, which has supplied teachers to many of the schools. Usually the boys are employed in agricultural pursuits and gardening, or other occupations likely to afford them the means of subsistence at their departure.

The following enumeration of the various kinds of industry pursued in the reformatory schools of Germany, may be suggestive to the managers of those which are coming into existence in England. They embrace the culture and pruning of fruit trees, horticulture, the construction of little articles in wood, such as boxes, spoons, forks, dinner-knives, cages, mouse-traps, ladders, vices, &c.; models of instruments in iron and wood, toys, games, articles called "d'Offenbach," brushes for scouring and painting, and pencils; baskets, panniers of rushes and of willow, mats, straw bonnets, hats, fig-baskets, beehives, table-mats, preparations of hogs' bristles and rabbits' fur, the preparation and spinning of wool, cotton, flax, and hemp; the manufacture of lamp-wicks, list shoes, socks of cow and goat skin; the knitting of socks and under-stockings, gloves, ruffles, bonnets, vests, braces, garters, drawers, purses, &c.; lace, braid, stay-laces, bone-laces, festoons; stitching, embroidery, marking, tapestry, &c.; drawing, colouring, brocade; manufacture of envelopes, paper bags, pasteboard, and watch cases; artificial flowers, little bricks of bark to burn; tin buttons; picking wool, horsehair and tow; rags; manufacture of weavers' spoles, hempen twine, horsehair, girths, shirt buttons, reticules, and game bags; foot mats, pearl ornaments, and crochet; fringe, braiding; bridles, and other articles in leather, &c. This enumeration is sufficient to show how much may be, and is, in fact, accomplished by a right direction of the abilities of these children.

It is not an exhaustive account of these institutions, scattered over the whole of Germany, that I have now to offer, but only the statistics of those characteristic institutions which present some marked step onward. Such are the reformatory schools of Wurtemburg, advanced to a state system, and the Rauhen-Haus, at Horn, near Hamburg, which has the largest, and perhaps also the best, normal school for institutions of the kind yet existing in Europe.

Reform Schools of Rural Industry in Wurtemburg.

The number of inmates, divided by the number of establishments in the following table, shows an average of 56 children in each, of whom 33 are boys and 23 girls. This average is exceeded in ten schools, "and in my opinion," says M. Ducpétiaux, "considering the régime

régime and constitution of reformatory schools, unwisely exceeded." If the domestic character and feeling is to be maintained, it is evident that one "father" and one "mother" cannot direct and supervise so large a number of children. No remedy presents itself for this inconsistency but a reduction of the inmates and an increase in the number of schools, or a subdivision of the families, as in the establishments at Wilhelmsdorf and Lichtenstern, or the formation of separate families for girls and boys.

Reform Schools of Wurtemburg, in the Order of their Erection, with the Number of Children in each on the 31st December 1844.*

NAME of ESTABLISHMENT.	Date of its Formation.	Number of Children.		
		Boys.	Girls.	Total.
1. Stuttgart	1820	38	17	55
2. Winnenden	1823	41	29	70
3. Kornthal	1823			
4. Schlolweise	1829	102	76	178
5. Wilhelmsdorf	1830–37			
6. Tuttlingen	1825	37	20	57
7. Kirchheim	1826	26	19	45
8. Stammheim	1826	32	27	59
9. Ellwangen	1831	57	37	94
10. Ludingsburg	1825–35	34	34	68
11. Lichstenstern	1836	45	45	90
12. Reutlingen	1838	38	23	61
13. Göppingen	1839	32	19	51
14. Lustnau	1840	26	14	40
15. Ebingen	1840	29	10	39
16. Herbrechtingen	1841	20	14	34
17. Plieningen	1841	46	25	71
18. Hall	1841	19	7	26
19. Tempelhof	1843	11	12	23
Total		633	428	1,061

In Wurtemburg, the pauper and neglected children, recipients of the aid afforded by the reformatory schools, form but a minority of those to whom public benevolence is extended, the number being estimated at 4,411, distributed in the following manner:—

1. Orphans and abandoned children in urban establishments	850
2. Orphans and deserted children boarded out	2,500
3. Orphans and deserted children in the Reformatory Schools	1,061
	4,411

This summary does not comprise the children admitted into the five establishments for deaf and dumb, the two for blind, the two for invalid children, or that appropriated to idiots and children of weak intellect. From calculations founded upon known facts and scrupulous observations, it is concluded that there are in Wurtemburg 18,000 children who may be classed as devoid of education and family care. It results, therefore, from the preceding summary, that, in spite of the efforts already made in their behalf, more than three-fourths of these children are still left in a state of neglect, fraught with danger.

From the commencement of the reformatory schools to the end of 1844, admission was given successively to 2,684 children (1,668 boys and 1,016 girls), and of this number 137 were foreigners. The average annual admissions during this period were 263, rather less than 14 to each establishment; and for the same period, the departures amounted to 1,594, of which number, 1,020 were boys and 574 girls, of whom 92 have died, 1,291 have been placed in service or apprenticed, and 211 admitted into other establishments, returned to their families, or quitted the country. The proportion of deaths to admissions in 24 years has been 1 in 29·17, or about 3½ per cent.

Religious

* Since the date of this return many establishments of the same kind have been formed, amongst which may be noticed those of Gundelshein (œuvre de St. Nicholas), of Baindt, near Ranesburg, and of Wizingen, near Gmünd; all three appropriated to children professing the Roman-catholic religion.

Appendix, No. 1.

Religious and Moral Education of the Children in the Wurtemberg Schools..—The aim of education in reformatory schools, is to correct vicious habits, and (D.V.) to form honest men, good christians, and useful members of society. Its essential purpose is to maintain the children in the humble sphere in which they were born, to point out to them the necessity of imbibing a taste for industry, and to prepare them for the performance of the humble duties, and for employment in the subordinate occupations, which their birth and social position impose upon them. Its foundations, too, must be laid in religion, without which three is no real education.

Religious instruction and exercises consequently occupy a prominent place in the régime of the reformatory schools of Wurtemberg. Morning and evening, the practice of family worship (Hausgottesdienst), usual in Protestant countries, is observed. This comprehends the singing of psalms or hymns, prayer, and the reading of passages of the Bible, followed by an explanation or conference. Before and after meals a short prayer is offered, for which a lecture on a passage from the Bible is sometimes substituted. Independently of these exercises, the children participate in religious teaching (kinderlehren), and assist on Sundays and feast-days at the service in the church of the commune, unless the chief of the establishment, as at Lichtenstern, be invested with the necessary qualifications for celebrating divine service, which, in this case, has a special locality set apart for it in the school. At the close of divine service, half an hour is devoted to catechising the children on what they have heard at church; the older ones making an abstract in writing of the sermon of the day. In the evening, the whole establishment takes part in a religious conference, or at the reading of extracts from the history of the church, the missions, &c.

Moral, intellectual, and industrial education move hand in hand with the religious education; it is directed in the same simple and lowly spirit. Every opportunity is seized of inculcating in the children habits of order, propriety, and activity, and inspiring them with sentiments of obedience, humility, truthfulness, and honour. Subject to a vigilant and continuous supervision, account is taken of their good or bad dispositions, of their progress, and of their faults. Children whom some circumstances have brought more particularly under the notice of the head of the family, are the objects of an especial supervision. In some establishments, those who exhibit at their admission a tendency to vice, are confided to children distinguished by their good conduct, who serve them as guides and tutors, till, by their counsels and example, they bring them back to the right path, and form them to the discipline of the school.

Many children, even of tender years, bear, on their arrival, the stigma of hereditary degradation; many have contracted shameful and secret habits, which it is necessary to eradicate at any sacrifice. In such a case, religion comes powerfully in aid of advice, and the vigilant supervision of the overseers. The head of a family takes a child particularly suspected, and elicits an entire confession, which is usually followed by a promise of amendment; from that time his attention is awakened, and no means are spared to effect a sincere and lasting reformation. Decency is to the mind what propriety is to the body. Everything that might bring injury to the former is sedulously avoided, and, at the same time, a scrupulous watch is kept over the latter. Although children of both sexes be united under the same roof, every necessary precaution is taken that neither impropriety nor danger shall result from this proximity. The girls and boys only meet at meals, in school, and at religious exercises; at other times, during work, in play-time, and, above all, in the dormitories, they are entirely separate. Each child has its own bed. In each sleeping apartment there is a male or female overseer, who never leaves for an instant, and exercises an especial control over those children whom some peculiar circumstance points out to their attention. Through these precautions, the union of boys and girls in the same family is rendered productive of many advantages, and leaves no room for abuse. All the heads of establishments agree on this point, that a too entire separation of the sexes is more prejudicial than useful.

Another source of embarrassment and difficulty consists in the relation of the children with their parents and friends. These relations should be watched with the greatest care; if they sometimes exercise a healthy influence, they have too often fatal consequences. But, as an alternative, and to avoid the breaking up or weakening of family ties, the visits of parents to children, and, *vice versâ*, are generally authorised once a week, on Sunday.

On the other hand, the classification in families effected by these institutions themselves, possesses numerous advantages; it facilitates the study of character and the peculiar treatment, so to speak, of each moral peculiarity; it lightens the weight of surveillance, and renders it more efficacious; it binds the members of the family tighter together by fraternal ties; it permits the separation of those who mutually annoy, and the reunion of those who are agreeable to each other; it stimulates emulation; and it opens the door of reformatory schools to certain unfortunates, who, smitten by the hand of justice, are daily excluded from establishments otherwise organized, where, in the absence of classification, the entire population would be exposed to their dangerous contact. But the classification to which we are referring presupposes the existence of a subordinate staff, first, perfectly capable, and secondly, entailing a proportionate increase of expense. These are the two difficulties which there is, no doubt, as much difficulty to overcome in Wurtemberg, as in other countries.

Intellectual Instruction in the Wurtemberg Schools.—The intellectual instruction in the reform schools of Wurtemberg is in every respect similar to that which is given in the primary

primary schools of that country. It comprises religious instruction, the history of the Bible, reading, writing, the German language, written and mental arithmetic, the history of Wurtemberg, geography, and music; and to these essential branches others are added in some of the establishments. Four or five hours daily are commonly given to lessons, according to the seasons and the demands of the field labour. The instruction is given by the head of the family, who is chosen from among the certificated teachers. Each school has its little library, where the children can find books of amusing instruction, as well as their ordinary reading books; and every six or 12 months, the children are subjected to an examination, which tests their progress and the amount of their instruction, and at which the members of the administrative committee give their attendance.

Industrial Education in the Wurtemberg Schools.—Agriculture generally forms the basis of the industry of the reform schools. Each of these establishments undertakes the cultivation of a piece of land more or less extensive, by the labours of the field, the garden and the stall. The boys under the direction and surveillance of the overlooker of the farm, perform all the requisite work, and in the course of it are taught the culture of trees and the training and grafting of those which bear fruit. They are also required to discharge the heavier of the house work; finding and cutting the wood, fetching the water, cleaning the halls, staircases, and passages, making their own beds, brushing their own clothes and shoes, &c. In most of the schools, there are, besides, for those periods of the year when the out-door work is much reduced, or altogether suspended, workshops of auxiliary industry, such as that of tailors, shoemakers, joiners, wheelwrights, weavers, bookbinders, &c. The children are also employed in many of the smaller articles, of which so long and interesting a list has already been given.

The girls are employed in all that more especially concerns the internal economy of the household—the cooking, the making and repairing of the linen, the laundry, sewing, and knitting. They participate, in some degree, even in the out-door work, taking charge of the kitchen-garden, the cow-sheds, and the poultry-yard, and giving their aid in the hay and corn-harvest, and in the vintage, &c. In the choice of these occupations, it is especially designed to retain them in the humble sphere in which they were born, and in which their life should be passed, by carefully avoiding whatever might tend to lead them from or turn them against the subordinate employments upon which they must ultimately depend for subsistence, such as service, whether domestic or on the farm, nursing children, &c. Thus regarded, the labours of the farm schools form a part of their education; for though the round of occupations is thus strictly limited, the age, strength, aptitudes, and inclinations of the children are consulted, and by their varied succession it is contrived to avoid monotony or disgust. Labour thus loses the character of restraint, and assumes an aspect which causes it to be embraced freely and with pleasure.

Resources, Land, Stock, and Expenses of the Wurtemberg Schools.—The resources of the reformatory schools vary in certain respects, and depend, in a great measure, on the benevolence of individuals; they are commonly derived from—

1. The interest of invested capital.
2. The price of board and education for some of the children, paid out of the King's privy purse, by the Benevolent Society, the administrations of the communes, or of charitable trusts, the institutes for orphans, or private associations of ladies and others in aid of the reformatory schools.
3. Allowances paid by private benefactors or the parents of the children.
4. Private donations and grants from Government (principally in wood), of the Benevolent Society, of the communes, of the King and Royal family, of certain public establishments, of associations, and of individuals.
5. The product of loans, which amounted, in 1844, to 91,863 fl. 50 kr.
6. The produce of the land, the farm-yard, and the workshop; 17 establishments possess together 157 acres of land, and cultivate another 43⅜ rented acres; while the cattle and poultry numbered, in 1845, 58 milch cows, 24 heifers and calves, 46 pigs, and 34 head of poultry.

It is estimated that, from their origin to 1844, the reformatory schools had cost altogether the sum of 928,939 florins; or a million, with the receipts in kind, provisions, and clothing.

The cost of the first establishment of the 19 reformatory schools of which we have given a list, approximates to the sum of 210,569 florins, subdivided as follows:—

Building new edifices	78,000	Florins.
Appropriation of old edifices	45,000	„
Furniture	37,135	„
Capital required for commencing housekeeping and working the land	30,434	„
	210,569	Florins.

Appendix, No. 1.

The cost of maintenance of each child is estimated at an average of 60 florins annually. From the origin of the schools, in 1820, down to 1844, that is, during a period of 24 years, these establishments have maintained 2,684 children, the average of their sojourn being 4½ years. At the rate of 60 florins per child per year, the expense of maintenance amounted during this period to 724,680 florins. If this sum be added to the cost of the first establishment (210,569 florins), it represents a total expenditure of 935,249 florins, figures which correspond sufficiently with those of the receipts given above.

General Results in the Wurtemberg Schools.—If it is impossible to establish by exact figures and statistical data the results of the sytem of education adopted in the reformatory schools, it is, at all events, permissible to assign some reasons which tend to show that their labours have not been unprofitable.

In the first place, it is incontestable that, of the children that have been admitted to the reformatory schools, a certain number have been drawn from influences that must have ended in their ruin. Their health is improved; they have acquired many indispensable elementary acquirements; they have been restrained from idleness, and prepared for the exercise of useful professions; endeavours have been made to inculcate good principles into them, to instruct them in and habituate them to the practice of religious duties. In a certain number of schools care has been taken to follow the children after their departure, and ascertain their position. For example, of 108 children that had left in the space of 16 years, from the reformatory school at Tuttlingen, there were only five or six, principally girls, whose conduct was bad, and in those cases there were hopes of a return to the right path. The following return is from a recent Report of the committee of this establishment:

Children whose conduct is devoid of all reproach	58
„ „ doubtful in some respects	25
„ „ bad	6
Children who have died since their departure, quitted the country, or are lost to sight	14
Children whose sojourn at the school has been of too short duration to allow of the effects being appreciated	5
Total	108

Of 93 children who left the reformatory school at Kircheim, there were found—

Of good conduct	44
Of passable conduct	25
Of bad conduct	9
Not known	10
Of weak mind	2
Good at first, afterwards not known	1
Gone into other establishments	2
Total	93

Each reformatory school, besides its common fund, has a separate savings bank, managed by the head of the family, in which are kept the petty sums allowed to the children in the character of wages, as well as any presents which they may receive during their stay in the establishment, and each child has its little book of account. The age for leaving is commonly 14 years, after confirmation, though in some establishments the female children are kept a year longer. The boys are apprenticed to artisans, and the girls go into service as nursemaids, &c. It is endeavoured not only to open to them a useful and profitable career of industry, but to place them with employers of approved integrity, and in Christian families, where they will be treated with kindness and have a good example. On leaving, the children receive, besides their confirmation suit, a little outfit of linen clothing, a Bible, and a hymn-book. Very few find their way to rural labour in after life, notwithstanding their early training to it, nearly all obtaining more profitable occupations in the towns.

Reform School of the Rauhen-Haus, near Hamburgh, and its Normal School.

The reform school of the Rauhen-Haus, near Hamburgh, was founded in 1833 by the united efforts of a few charitable persons, aided by private donations, with the view of assembling and correcting the vicious and morally-endangered children of the city. Located at first in a modest thatch-covered house, whence its name is derived, it received, at successive periods, considerable augmentations; and it now occupies a considerable tract (of 3,800 verges of 16 square feet), upon which have been constructed, as necessity arose, about a dozen buildings, more or less spacious, each having its special application. These buildings are variously dispersed, or grouped in a picturesque manner, in the midst of surrounding gardens, and several have been erected by the children themselves, with the aid of the "brothers" charged with their superintendence. This establishment consists of three divisions:—

1. The reformatory school for the children, which contains on the average 100 children, of whom two-thirds are boys and one-third girls.

2. The

2. The Institute of Brothers, composed of the staff assigned to the direction and superintendence of the different "families," serves, at the same time, as a preparatory or normal school for the young people designed for the home mission founded by M. Wichern, which has for its object to form moral agents, animated by religious principle, for the service of society and the advancement of Christian truth. This institute comprised 34 brothers in 1847, when 20 others had already left, and were variously engaged, as hereafter stated, in Germany, Russia, Switzerland, and America.

3. The printing and agency department, which comprises a bookseller's shop, and workshops for bookbinding and stererotyping.

The organization of the Rauhen-Haus has been based on that of the natural family. The children are classed in groups of 12 each, forming a family, at the head of which is a superintendent discharging the duties of father. All these again are attached to their common centre, or father, the director, who presides over the whole, and watches over their general interests. The chapel, the school, and the workshops alone are common to the whole; and these serve, in some degree, as a bond of association among the different families, who there meet at certain intervals. But it is needless again to go into the details of the children's management, which, in all its main features, has been copied at Bächtelen and in other institutions noticed in this paper, in the pages of which nothing new would really be learned by the repetition, except the fact that no practical study of its subject can be complete without a visit to this institution. On the other hand, its bookmaking and bookselling departments cannot be generally imitated, and I would, therefore, restrict attention to the general statistics of the establishment, and a brief sketch of its normal school department as the most advanced model of its kind.

The Institute of "Brothers" at the Rauhen-Haus, like that of the "Contre-Maîtres" at Mettray, forms the basis of the whole organization. M. Wichern perceived as clearly as MM. de Metz and de Brétignères, that the work of improvement among vicious and delinquent children could not be confined to merely mercenary hands, and that it was a condition of success to employ motives superior to those of merely material existence. The "Brethren" of the Rauhen-Haus may be compared, in some respects, to the "Frères de Charité" and "Frères de la Doctrine Chrétienne" in Roman-catholic countries.

As a qualification of admission to the institute, proof must be furnished of conduct that has always been honourable and devoid of reproach, of the constant practice of the duties of a good Christian; of being animated with a true religious calling; of exemption from all physical infirmity, and the enjoyment of good health and a sound constitution; of a knowledge of agriculture or of some trade available in the establishment, or, at all events, of being endowed with the necessary aptitude for acquiring one or other of these professions; lastly, of the possession of a certain amount of learning or intelligence, and the necessary will to profit by the special instruction organized in their behalf in the institution. They are required, on the other hand, to bring the consent of their parents to the career which they wish to embrace, and a certificate of freedom from military service. The age of admission for brothers is usually from 20 to 30 years of age. Notwithstanding the rigour of these conditions, candidates have never been deficient, and their number has usually exceeded that of the vacancies. The institute of brothers, like the school of reform, is supported by private subscriptions and donations, has its own treasury, its budget, and its separate accounts.

In their relations with the latter establishment the brothers are charged with everything that concerns the direction of the families, and the supervision of the children confined to their care; they cannot be out of their sight an instant by day or night; they take their meals with them, sleep in their dormitory, direct them in their work, accompany them to chapel, and participate in their recreations and games. Attached at first to the families in the quality of assistants, after a certain time of trial and apprenticeship they take the direction in their turn; they visit the parents of the children, and report to them on their conduct and progress; exercise over their pupils, after their departure, an active patronage and benevolence; give instruction in the elementary classes; assist the direction in religious teaching, and keep up the writing and correspondence of the institution. The transfer of the assistants from family to family, every month, places each brother successively in contact with all the children, extends the circle of his experience, facilitates his progress, and, at the same time assists in the propagation of useful practices, and, as it were, places the experience acquired in each individual group at the service of all the families.

Independently of the exercise of these duties, the brothers participate in a course of special instruction, over which the director, assisted by two principal instructors, presides. This teaching occupies 20 hours per week, arranged in a manner to coincide with the working hours of the children: it comprehends religion, sacred and profane history, the German language, geography, pedagogy, singing, and instrumental music; there is also a special course of English. The pupils are classed in two courses or divisions, each directed by one of the teachers. The duration of each course is two years, so that the education of each brother embraces an average period of four years. At the expiration of this time the brothers ought to be prepared to fill the duties of the "mission intérieure," of which they are agents; and on their departure from the institute they are usually placed in one or other of the following positions:

Chiefs and fathers of families in the reformatory schools, organized upon the plan of the Rauhen-Haus.

Appendix, No. 1.

Overseers and peculiar assistants, charged with moral discipline in establishments dedicated to infancy.

Teachers in the like establishments.

Teachers in rural schools.

Directors, stewards, overseers, or guardians in prisons of various organization.

Directors or fathers of a family in the hospitals and charitable establishments.

Overseers of infirmaries in the hospitals.

Agents of provident and benevolent societies.

Missionaries and preachers in the American colonies.

Home missionaries among the artisan classes.

The number of applications for brothers to fill these and kindred employments increases each year, so that the director is incessantly compelled to extend the normal institute designed for their preparation.

The director manages the finances, under the control of an administrative committee composed of 20 members, chosen from amongst the founders and benefactors of the establishment. Each branch of the work has its separate account:

1. That of the reformatory school.
2. That of the Institute of Brothers.
3. That of the printing department.
4. That of the agency book department and library, with their dependencies.
5. That of the children's savings banks, where each opens a separate debtor and creditor account.
6. That of the brothers' savings banks.
7. That of the fund for necessaries on departure.
8. That of the private gifts for specific objects.

The accounts of 1844 and 1845 show the receipts to have been, for the reformatory school, as follow:

	Mc.	Cns.	Fr.
1. Produce of subscriptions - - - - -	7,375	12	–
2. „ voluntary donations - - - -	2,214	10	3
3. „ annual payments for children - -	6,603	8	–
4. „ box for gifts at the establishments -	580	3	6
5. Miscellaneous receipts - - - - - -	124	–	–
TOTAL - - -	16,898	12	9*
(Fr.	25,855,20)		

The agricultural produce and that of the workshops are not included in this sum, nor private gifts for specific purposes, such as gifts in kind, which form a very important item every year, and tend at the same time to diminish the expenses of the establishment. The expenses for the same year balance exactly with the receipts; and as the total establishment consisted of only 100 persons, of whom 14 were employed in the management, and only 86 were children, the average cost reckoned on the latter only, was no less than 300 francs per annum, as here brought to account. The fixed capital at the same date was worth 20,892 francs, and the floating capital 32,690 francs.

DÜSSELTHAL.

The Prussian establishment at Düsselthal cost in 1849, the sum of 32,033 francs, which, divided by 178, the number of children, gives for each an average of 180 francs per annum, or about 50 cents. per day; but this calculation will not include the gifts in kind, which are considerable, the produce of the cultivation, nor the profits of the workshops.

Having thus given a rough historical sketch of the growth of farm schools for charitable purposes, and their application to reformatory discipline, in the Protestant countries of the Continent, which, in the absence of a workhouse system of poor laws, have been the real leaders in this important movement, we shall be enabled to convey without elaborate explanation, some conception of their moral and economical progress in France; the honourable exertions made by the philanthropists of which country, owing to our ready access to it, appear to have engrossed our attention, down to the present time, rather too exclusively.

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* The *marc* of 16 *schellings*, since the Convention of Lubeck, has been worth 1 f. 53 c. French.

Reform Schools and Juvenile Agricultural Colonies of France.

The creation of agricultural colonies in France, states M. Ducpetiaux,* is of recent date. Excepting the Protestant establishment at Neuhof, near Strasburg, which dates from 1825, but whose humble existence was almost unknown, and the colony of Mesnil-Saint-Firmin, the foundations of which were laid in 1828 by M. Bazin, but which has been brought into any considerable importance only since 1845, it must be conceded that we owe the first institution of this kind, really worthy of the name of a colony, to the generous efforts of MM. De Metz and De Brétignères de Courteilles. This is the colony of Mettray, founded in 1839, which, indeed, has been the type and example of most of the agricultural colonies that have been formed in France during the last ten years.

These establishments have generally had their origin in private charity, seconded to a certain extent by the administration of the several departments or communes, and aided by grants from the Government. They may be divided into two principal classes; those which contemplate the education and instruction of pauper, orphan, foundling, or deserted children, and those which are directed to the training of young offenders, and especially of children acquitted under Article 60 of the Penal Code, as having acted without knowledge, but detained to be brought up to a specified age. Among the latter establishments, another distinction may be drawn between the penitentiary colonies founded and directed by private individuals, and those attached to central houses of confinement, and managed by the State.

According to all the information that can be gathered, France has 41 agricultural colonies, of which the subjoined is a list (see page 419), stating also the departments in which they are situated, the date of their foundation, the names of the directors, whether organized round a lay or clerical centre, the extent of their land, the numbers in each establishment, and the average daily cost of each individual's maintenance.

It appears from the statement that there are in France and in Algeria 41 home colonies for children and young persons, which may be classed as follows:

CLASSES of INSTITUTIONS.	Number.	Extent of Land.	Number of Inmates.	Daily Average Cost of Maintenance.
				F. *c.*
Penitentiary colonies, founded and directed by private individuals - - - - -	12	2,988	1,933	1 18
Penitentiary colonies directed by the State -	4	1,052	384	0 77
Colonies of orphan, foundling, deserted, and pauper children - - - - -	25	8,375	1,582	0 81
Totals - - -	41	12,415	3,899	0 $84\frac{4}{11}$

In the average daily cost of maintenance, the interest of capital, and the rent of land and buildings, are not generally included. If these be included, and we then subdivide the average daily cost per head into its several elements, we have the following results:

NUMBER of COLONIES Averaged.	Food.	Clothing, Bedding, Sicknesses.	Establishment, Instruction, and Miscellaneous.	Interest of Capital and Rent.	Gross Average.
	C.	*C.*	*C.*	*C.*	*F.* *c.*
12 Penitentiary colonies, founded and directed by individuals -	41	27	30	30	1 28
4 Penitentiary colonies, directed by the State - - - - -	47		30	24	1 01
19 Colonies of orphan, foundling, deserted, and pauper children -	42	19	21	28	1 10
General Results - - -	42	22	26	28	1 18

According

* "We have borrowed part of the following facts," says M. Ducpetiaux, "from the 'Notice sur les Colonies Agricoles de la France,' by MM. De Lamarque and Dugat, published in the 'Annales de la Charité,' Nos. 2 to 10, 1850."

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According to the accounts collected by MM. De Lamarque and Dugat, the value of the buildings of the 41 colonies may be estimated at 3,000,000 francs, that of their land at 1,750,000 francs, and that of their stock and tools for husbandry at 450,000 francs; making a total of 5,400,000 francs, or 216,000*l.*, and an average foundation-capital for each colony of 131,707 francs, or 5,292*l.*

Of these 41 establishments, 18 are directed by laymen, 15 by ecclesiastics or religious bodies, and eight are under a mixed direction, partly lay and partly religious. Three of the establishments are specially devoted to Protestant children, and two of these receive children of both sexes; but all the rest are exclusively for boys. There is, however, a special establishment for young girls under confinement near to Montpellier, under the name of the "Solitude of Nazareth," and managed by M. l'Abbé Coural.

The oldest of these colonies, that of Neuhof, dates from 1825, but 33 were founded at the much later period from 1837 to 1848; and seven have been brought into existence or reorganized since the revolution of February 1848. Since this latter period, on the other hand, three colonies have been suppressed,—that of Montbellet (Saône et Loire), that of Monsigné (Sarthe), and that of Grand Jouan (Loire Inférieure), which has been converted into a district school of agriculture. The colony of Petit-Bourg, which was at first exclusively directed to the rearing of orphan and pauper children, has recently made an engagement with the Government for the admission of a certain number of young offenders acquitted as having acted without "knowledge" (discernement). A similar change has also come over the colony at Oswald. It thus appears that though the events of 1848 caused a passing disturbance in the affairs of these establishments, yet that the vitality of the institution, as a whole, has been sufficient to meet the crisis, which seems even to have called forth new exertions.

The colonies of France present types of all the forms of farm-school organization employed in the different countries of Europe. In some, the occupations are exclusively agricultural, while in several it is endeavoured to combine other industrial occupations with field labour. This combination is the more judicious, since it permits some reference to the future vocation of each child, and gives an opportunity of his exercising himself in that which promises to be of most use to him after he has left. "In our opinion," says M. l'Abbé Fissiaux, "it would be a loss of time to employ in field labour the son of a weaver or of a joiner living in a town. After his liberation, it is obvious that the prodigal son, returned to better feelings, is attracted back again by his family, especially if it be a good one; and that it is important to secure to such a child some means of gaining his livelihood, and not being a burden to his parents. On the other hand, we make farm labourers of orphan, foundling, and deserted children, and those born in the country or belonging to bad parents. But the son of a shoemaker will be made to learn the trade of his father, in like manner that the son of a joiner or a weaver will receive an industrial education adapted to attach him likewise to the paternal home."

If the small colonies have the advantage of being established without too serious an outlay, and of presenting in many respects the attributes of the family, they offer also certain difficulties, arising out of the small number of men capable of directing them properly. Hofwyl has been a sort of nursery of managers and teachers; but in France, with the exception of the preparatory school at Mettray, especially designed to train the agents required for the various services of the colony itself, there exists no normal establishment similar to that of Wehrli, or the school of "Brothers," annexed by M. Wichern to the agricultural colony of Horn, near Hamburg (the Rauhen-Haus). The design is undoubtedly good, which has been adopted by M. Bazin, in instituting a lay order, that of the "Frères Agronome" (Agricultural Brothers) of St. Vincent de Paul, to which he has entrusted the direction of the agricultural colony of Mesnil St. Firmin; but this institution is too recent, and its scale is too narrow, to have yet produced much effect.

Juvenile Agricultural Colonies of France, for Preventive and Reformatory Education.

DESIGNATION of the COLONIES.	Department.	Year of Foundation.	DIRECTORS.	Religious or Lay.	Extent of Land in Hectares.	Population.	Mean Cost of Daily Maintenance.	OBSERVATIONS.
							F *c.*	
A.—*Penitentiary Colonies Founded and Directed by Individuals.*								
1. Colonie de Mettray, near Tours	Indre et Loire	1839	MM. De Metz et De Brétignères.	Lay	201·00	536	1 86	
2. „ Industrielle et Agricole de Marseilles	Bouches du Rhone	1839	Abbé Fissiaux	Religious	6·56	236	1 44	
3. „ de St. Louis, near Bordeaux	Gironde	1841	Abbé Buchon	Religious	45·00	200	– 74	
4. „ Evangelique du Ste Foy	Dordogne	1843	Pasteur Martin	Lay	6·00	53	1 60	Protestant establishment, for children of both sexes.
5. „ du Petit Quevilly, near Rouen	Seine Inférieure	1843	Lecointe	Lay	26·00	150	1 07	
6. „ d'Ostwald, near Strasbourg	Bas Rhin	1841	Krauss	Lay	101·00	184	– 85	Originally appropriated to adult mendicants.
7. „ du Val d'Yvre, near Bourges	Cher	1847	Charles Lucas	Lay	160·00	132	1 46	
8. „ de Citaux	Côte d'Or	1849	Abbé Rey	Religious	300·00	57	– 85	Should be appropriated to the reception of 500 children.
9. „ d'Oullins, near Lyons	Rhône	1848	id.	Religious	3·00	15	– 83	This establishment was destroyed in 1848, and is in course of reconstruction.
10. „ du Petit-Bourg, near Paris	Seine et Oise	1844	Allier	Lay	96·00	300	1 29	Originally appropriated to poor children and orphans.
11. „ de St.-Ilan	Côte du Nord	1843	A. Duclésieux	Lay and Religious	54·00	28	– 96	
12. „ de Boussaroque	Cantal	1848	Martel	Lay	200·00	42	(?)	
B.—*Penitentiary Colonies Founded and Directed by the State.*								
13. Colonie de Fontevrault	Maine et Loire	1842		Lay	60·00	58	– 79	Attached to the "Maison Centrale."
14. „ de Clairvaux	Aube	1843–1847		Lay	235·00	130	– 77	id. id.
15. „ de Loos	Nord	1844		Lay	34·00	100	– 90	id. id.
16. „ de Gaillon	Seine Inférieure	1845		Lay	92·00	96	– 61	id. id.
C.—*Colonies for Orphans, Foundlings, and Deserted and Indigent Children.*								
1. Colonie de Mesnil-St.-Firmin	Oise	1837	Bazin et Abbé Caulle	Lay and Religious	155·00	69	– 79	
2. „ de Saverdun	Ariége	1840	Le Pasteur	Lay	60·00	100	– 51	Protestant establishment.
3. „ de St. Antoine	Charente Inférieure	1841	Richard	Religious	95·00	50	– 55	
4. „ de Launay	Ile de Vilaine	1841	Enoch	Religious	30·00	41	– 74	
5. „ de Caen	Calvados	1842	Leveneur	Religious	20·00	34	– 60	
6. „ Asile-école Fénélon, Vaujours	Seine et Oise	1843	Leguay	Lay	12·00	400	– 72	
7. „ d'Allonville (Petit Mettray), near Amiens	Somme	1849	De Rainneville	Lay	100·00	25	1 30	
8. „ de Lesparre	Gironde	1844	Le Masson	Religious	16·50	50	– 72½	
9. „ de Bonneval	Eure et Loire	1844	Chasles	Lay	40·00	116	– 60	
10. „ de Montmorillon	Vienne	1844	Abbé Fleurimon	Religious	368·00	25	– 67	Should be appropriated to receive 250 children.
11. „ de Drazilly	Nièvre	1846	Salomon	Lay and Religious	12·00	45	– 90	Attached to the farm-school at Poussery.
12. „ de Plougerot	Haute Marne	1847	Abbé Bizot	Religious	158·00	12	– 90	
13. „ de Cernay	Haut Rhin	1847	Risler	Lay	30·00	30	– 62	Organized on the plan of the Swiss rural schools.
14. „ de Notre Dame des Vallaules	Charente Inférieure	1843	De Luc	Religious	10·00	44	– 80	Attached to the colony of Notre Dame des Vallades.
15. „ des Ronces	id.		id.	Religious	570·00	—	—	
16. „ de Medjez-Amar	Algerie, Depart. de Constantine.	1847	Abbé Landmann	Religious	500·00	52	– 90	A branch of the colony of Notre Dame des Vallades.
17. „ de Ben-Akoun	Prés Alger	1842	Abbé Brumauld	Lay and Religious	100·00	317	1 –	
18. „ de Belle-Joie	Côtes du Nord		Abbé Lemercier	Lay and Religious	72·00	20	– 80	A branch of the Establishment of St. Ilan.
19. „ de la Lande au Noir	id.	1847	?	Lay and Religious	50·00	20	– 88	id. id.
20. „ d'Apprentis	id.	1847	A. Duclésieux	Lay and Religious		18	– 83	Attached to the penitentiary colony of St. Ilan.
21. „ de Notre Dame des Champs	Hérault	1848	Abbé Soulas	Lay and Religious	22·00	28	1 35	
22. „ d'Arinthod	Jura	1850	?	Religious	21·00	4	– 80	
23. „ de Mairsain	Indre et Loire	1850	Chambardel	Lay	100·00	15	– 81	Attached to the farm-school at Marolles.
24. „ de Willerhof	Bas Rhin	?	Abbé Nil	Religious	—	—	—	
25. „ du Neuhof, near Strasbourg	id.	1825	Krafft	Lay	9·00	67	– 61	Protestant establishment for children of both sexes.

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The undertaking at St. Ilan, founded by M. A. Duclésieux, also aims at forming assistant-masters and monitors for the small colonies; but its operation is limited to the department of Brittany; and although it has already given rise to two affiliated institutions, we have yet to wait for decisive results.

In France, then, as in Belgium, the practical question is, whether preference should be given to large or to small agricultural colonies. The Belgian view is that sufficient effect can be produced only by an establishment vast enough to permit every form of experiment in the organization of a series of various works, graduated according to the ages, the powers, the aptitudes, the necessities, and the future objects of the colonists. Such is especially the design of the reformatory schools which are being organized at Ruysselede; and when this institution shall be in full operation, it will have hereafter to be decided whether it is requisite to erect other establishments of the like character on the same scale, or whether it may not suffice to form (on the model of the detached farms of Mettray) branch establishments in direct communication with the parent institution.

In France, where the formation of the greater part of the agricultural colonies for children has been the work of individuals, their objects are as various as their organization; and they have simply opened a vast field to discovery and experiment of every kind, without much care as yet for the uniform system to which it will become advisable ultimately to reduce them. In Belgium, on the contrary, where the initiative has been taken by the Government on a much larger scale than in France, the reformatory schools have been instituted by virtue of a law which applies to the whole realm, and admits to a participation in its benefits every mendicant, vagabond, pauper, or morally-neglected child, found in certain defined circumstances. The design is not merely to come to the rescue of some children only of a given class or locality, but to compass the reform of the whole of a youthful population, heretofore condemned by the extreme misery, the vices, the negligence, or the thriftlessness of their parents, to be swallowed up and lost in the depôts of mendicity and the prisons. In fine, it is boldly attempted to extinguish pauperism in Belgium by the education and apprenticeship of all its mendicant, vagabond, and pauper children; and in the course of this endeavour, the highest refinements of discipline and economy have to be brought into practical use.

Mettray is regarded as affording almost sufficient example of the former; but, in regard to economy, the French institutions are by no means regarded as offering a good standard, in their average of 85 cents per day per head, with the variation to the extremes of 51 cents at Saverdun and 1f. 86c. at Mettray. It must be observed, however, that the high rate of the daily cost of maintenance in some of the establishments, arises not merely from the number and the rate of payment of the persons employed in the management, and from the regard which by their agency is paid to the physical, moral, intellectual, and industrial condition of the children, but far more to the scantiness of the profit, or rather to the positive loss on the labour which is pursued in each. In this respect, the recent experience of the colony of the Val d'Yvre commands a very special attention, since the work here undertaken is on a large scale, and the interest of the proprietor is intimately allied with that of the administration which entrusts him with its young labourers; and the extent and nature of the cultivation is in proper relation to the number of hands for effecting it.

The reforms to which it is hoped this experience, if successful, will give rise, will be considered sufficient and even complete, in France, if in all the establishments of this kind, they succeed in reducing the average cost of maintenance per head to 60 or 70 cents. Recently, indeed, the Government did not hesitate to allow 80 cents per head for each child placed in one of the colonies, besides a sum of 80 francs paid down for an outfit. But since the revolution of February 1848, the allowance per head has been reduced, as a measure of economy, to 70 cents per day, and 70 francs for outfit. In Belgium, the law of the 3d of April 1848, which establishes the reformatory schools, limits the cost of maintenance to be paid by the communes for the children and young persons admitted into those establishments to the rate already allowed for the paupers and mendicants in the depôts of mendicity. Since this rate does not exceed from 35 to 40 cents, and may yet further be lowered by various circumstances, such as a decline in the price of provisions, the Belgian colonies, if they adhere to these limits, must provide for all their wants at a lower cost by one half than the French, as a bare minimum. It is a necessity which demands that the greater part, if not the whole, of the expenses of the reformatory schools shall be defrayed by the work of the colonists themselves, a necessity which French experience does not afford much hope of their meeting with success.

The economical position of these institutions, and their economical management, has occupied so much of our time and attention, that it will be impossible, on the present occasion, to enter into the details of their highest moral application in France, and its imitation in Belgium, England, and America, in the reformation of juvenile offenders; an application of which (in imitation of the Rauhen-Haus and of Bächtelen) Mettray now presents the highest example, and that which must be regarded as the type of all the more recent efforts of the same kind. Postponing for the present, therefore, any details of this and of the other correctional farm-schools of France, I would beg permission to complete our glance at the pauper farm-schools of the Continent, by calling more especial attention to the agricultural colony of Mesnil-St.-Firmin, in the department of Oise, founded so early as 1828, by M. Bazin, for the rearing of orphan children in agricultural labour, but extended in its scheme since 1840, in co-operation with the Society of the Friends of Childhood, and, since 1843, in conjunction with the Society of Adoption in Paris; the latter founded under the presidency of M. Molé. To meet the difficulty of obtaining proper moral agency for the management of the young people, by adding the motives of religion to those which might otherwise animate them, M. Bazin has

has instituted an order of the Agricultural Brothers of St. Vincent de Paul, in aid of which the Society of Adoption itself did not hesitate to contribute. "This religious corporation, composed, nevertheless, entirely of laymen, has for its object to supply directors or assistants to agricultural colonies of pauper children, and especially of foundlings. Above all, labourers, the Agricultural Brothers have no uniform but that of labour; and if they are distinguished from other agriculturists, it is by their self-denial, their devotion to the common cause, and by that internal consciousness of a divine reward which doubles their powers, and fills their hearts with fresh goodness." The children are kept from about 11 years of age, when they make their first communion, until about 17 or 18, in the cultivation of about 135 hectares of land at Merles, while the younger children are kept at Mesnil, in the charge of five sisters of the order of St. Joseph, assisted by four "novices." Some of the trades subordinate to agriculture are also carried on by the boys, and the "Brothers" in charge of them are placed in every respect on the same footing, take their meals with them, and have only the same accommodation for rest. After four or five years passed at the colony, the children all know how to read, write, and calculate, pretty well (although the instruction is carried on only during winter), and have made some little progress in other elementary instruction. Religious training is limited to instruction in the catechism until the first communion, and afterwards the children are taught the principal truths of religion.

A separate institution, in direct imitation of the more recent farm-schools of France, was opened by M. Bazin, in correspondence with the Government, in 1848, for not more than 36 young people, from 16 to 20 years of age, who were boarded and educated in agriculture at the rate of 175 francs per annum each, paid by the Government in the nature of an exhibition, where a candidate otherwise qualified to enter upon this superior agricultural instruction is destitute of pecuniary means to pursue it. The farm which they cultivate is one of 250 hectares, with ample buildings and stock, and 10 labourers in constant employment, including several who are Flemish; the whole being a model of management, one feature of which scarcely, however, accords with our ideas, viz., the feeding of 150 to 200 swine on the flesh of the 400 or 500 horses that are annually killed at Mesnil.

The Fenelon School-Asylum at Vaujours, in the department of Seine et Oise, founded in 1843, by M. le Curé of Vaujours, deserves especial mention, as having increased, from its modest original of 12 to 15 boys, to no fewer than 400 in 1850, chiefly orphans, children deprived of at all events one parent, illegitimate children, and those who, through the occupations of the parents, or otherwise, are deprived of natural guardianship. The committee of management is regarded as holding the place of father towards these poor children; to fill that of mother towards them, a maternal society of lady-patronesses has been formed, to visit them periodically, with especial regard to the tone given to the hearts and minds of the children; and they find brothers in the society of young protectors, formed of the boys in families of good circumstances, and particularly of the youths in the Bonaparte Lyceum, who apply to the use of the asylum a monthly collection, visit it whenever they can, and by this kind assistance do themselves much more good than they do to the poor children whom they have adopted as brothers. The children leave at 13 years of age.

The establishment at Neuhof, near Strasbourg, founded in 1825, is for Protestant children only, on the plan of the Swiss and German schools, and therefore for both sexes; the number of boys in September 1850 being 41, and of girls 26, of whom the boys are subdivided into three, and the girls into two families, each under the superintendence of a special agent; the Père and Mère (Hausvater and Hausmutter) being aided by a teacher for the boys, two superintendents for the girls, three labourers, a gardener, and a cook; the whole establishment costing less than 3,000 francs a year, exclusive of the board and lodging, which they receive on the establishment. The workshops have been abandoned, on account of their cost being greater than any profit derived from them; and the labour of the children is now restricted to the cultivation of the soil and the household duties. "The simple and paternal rule which here prevails, and the admirable order which presides over the whole economy, are examples which may be imitated with advantage in several of the colonies formed more recently in France. Religion alone can accomplish such a work; it is not with a view to worldly advantages alone that men devote themselves, for a trifling salary, to carry out a mission which demands great sacrifices and painful labour every day and every hour. The spirit of true piety which prevails at Neuhof is even touching, and it is from this spirit more especially that the worthy director, and those who aid him, derive their power and their success."

The only other institution in France which we can here afford space to notice, is that of St. Nicholas, at Paris, founded on a very modest scale by Monsignor de Bervanger, in 1827, but which, since 1846, has contained about 900 children, of very mixed origin, variously collected by charitable societies and generous patrons, and many of them known only by the number assigned to each. The payments are 20 francs per month for orphans, and 25 francs for other children; and the establishment, for this small sum, provides maintenance, instruction, and apprenticeship to a trade. Although the system of education is essentially religious, the director, in deference to the manners and prejudices of the work-people of Paris, has refrained from giving it any clerical or monastic character; and though the teachers whom he employs are called "Frères," they are all laymen. Seventy persons in charge live in the establishment, in the Rue de Vaugirard, No. 112, or in the house for the younger children at Issy; and, with the 25 master-workmen, who live out of the house, this gives an average of one employé to every seven or eight children, a proportion which ensures a vigilant surveillance day and night.

The "Frères" extend their care not merely to the instruction of the children, but also to their education. They endeavour to give their pupils notions calculated to ensure their

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future well-being, to make them honest, industrious, and able workmen, to give them a love for manual labour, to destroy conceits which could be reconciled only with the advantages of fortune, and forewarn them against the bad examples which they will find in the world around them. There is every convenience for active games in a contiguous field in Paris, and a large basin at Issy is available and used for bathing and swimming.

But the remarkable peculiarity of this school is the organization of its industry in workshops, which are hired, together with the apprenticed services of the children, by masterworkmen of approved character in various trades, such as chasers in bronze, watchmakers, designers for stuffs, makers of mathematical instruments, jewellers in gold and silver, engravers on precious stones and metals, and all the multifarious occupations, half arts, half trades, which supply the numerous articles of refinement which are specially produced at Paris; and all these in addition to the ordinary trades of baker, shoemaker, tailor, &c. All this industry was grievously disturbed by the revolution of February, but is still sustained. The children do not go to these workshops except on the express requirement of their patrons, and after they have made their first communion; and those employed give on the average eight hours and a half daily to work, and two to instruction in classes, unless their advancement in the trade be sought with such special earnestness by their patrons as to preclude this. The apprenticeship is for two, three, or four years, according to the profession: and after its close, the young people may remain in the establishment, pursuing their work, and depositing what they earn, beyond the cost of their sustenance, in the savings bank. The employers find materials, tools, and skill, and take the profits of the trade, undertaking to treat the children well, as kind and faithful masters. Out of the total cost of the establishment in 1844, amounting to 199,217f. 62c., of which the workshops produced only 10,782f. 57c.; so that the charge of each child, on the average of the 750 then in the school, was 251f. 25c.; and it is calculated that, to carry out this plan of education with every fair appliance, each child should be calculated to cost 300 francs per annum.

Agricultural Colonies of Belgium and Holland.

In Belgium, the fermes-hospices of Flanders, already described, are of recent date; and it is unnecessary to go into details respecting the efforts made, without success, at Wortel and Merxplas-Ryckevorsel, in the wastes of Antwerp, founded so early as 1820, in imitation of the now bankrupt colonies for adults in Holland. The former was a free colony for adults, and the latter for the correction of adult mendicants and vagrants of both sexes. A part of the mendicants and destitute poor in the Depôt de Mendicité at Hoogstraeten also are employed in agricultural labour; and preparations are making to the same end at that of Reckheim; while a number of young delinquents are employed in the cultivation of 30 acres of land at St. Hubert. But the great experiment of reformatory discipline on the land, making by the Government at Ruysselede, under the direction of M. Ducpetiaux, is exclusively for children and young persons, and, as the centre of all new experience, will demand special notice on a future occasion. The home colonies of Holland, on the other hand, have been chiefly for adults, with a double view of suppressing mendicancy and vagabondage, and cultivating waste lands; and their failure, therefore, though a subject of interesting special study, is one foreign to our present purpose.

Condition and Prospects of Farm-School Education in England.

In England, the annals of public and private charity have yet to be written. It would be a far finer subject for a historical essay than that towards the elucidation of which I am now collecting a few dispersed facts. It dates at the latest from the Reformation, when the Royal hospitals of London were organized as a complete system for the relief of indigence and the repression of vagabondage in the Metropolis, previously to the enactment of poor laws for the whole kingdom, in the reign of Elizabeth. These laws have undergone various revolutions, with the changes that have successively come over the social philosophy of the governing classes; but they have long rendered impossible such a state of things as that which has been described as recently existing on the Continent. Another effect has been, that, with our economical distrust of pauper labour coming into competition with free labour, seconding a vulgar but natural jealousy lest the child of the pauper should receive a better education than that of our neglected classes of unskilled labourers, the workhouse school, in which the orphan and deserted children are placed out of daily observation, has too commonly been a mere sink of idleness and sloth, deeply tinctured with contamination, from its vicinity to the adult paupers; and hence the very natural reclamations of the prison inspectors.

Among the inspectors under the new poor law who were most deeply grieved to witness this state of things, and most honourably exerted themselves to remove it, the names of Dr. Kay, now Sir James P. Kay Shuttleworth, and of Mr. E. Carleton Tufnell, deserve especial mention, not merely for their efforts to improve the character and management of the pauper schools of the metropolitan district, and especially that at Norwood, but also for their able reports, and their sacrifices of money and labour, in the formation, with the aid of the Marquess of Lansdowne, and of other friends and patrons of the Normal School at Battersea, for the training of teachers for pauper schools and schools for the poorer classes—an institution now possessed by the National School Society, and forming perhaps the right hand of its strength. No definite results as to industrial training have, however, been realized by any of these efforts, which are, however, being renewed at Kneller Hall; a normal school

school more recently founded by the Government at Twickenham, on a very handsome scale, in the same views and by the force of the same genius, with which the work was commenced at Battersea.

Reports to the Poor Law Commissioners by the gentlemen above named, and several others, on the subject of the pauper schools, were published in 1841; but it was not until 1846–7 that these schools came under the active regard of their Lordships of the Committee of Council on Education, in the administration of an annual grant of 30,000 *l.* made by the House of Commons expressly for their improvement. The two volumes of minutes and inspectors' reports upon them, which have since been published, are of the highest interest and value. The present state of the schools, as revealed by these reports, is painful in the extreme; but it is needless that I should here occupy your time with an abstract of records, which are so easily accessible to all. The extent and importance of the subject will be better appreciated by a glance at the figures in the Appendix.

It must be confessed, however, that there exists a painful confusion, as well as a lamentable deadness, in regard to the course which it is best to adopt with the pauper child, which leaves too undefined the combination of qualities which ought to be sought in its teacher, and permits merely local feelings and momentary influences to predominate in his appointment. Thus, while the system which the inspectors found in existence in 1848 was very wretched (and can never essentially be otherwise, so long as the children are cooped, for idleness and contamination, in the common workhouse itself), the experience of the world at large is opposed to their universal recommendation of large district schools; the progress of which, in the few instances in which they have been erected, in the north of England, appears, by the inspectors' reports of the following year, to have been far from satisfactory; while those erected or erecting in the vicinity of London are of too recent origin to afford any available experience. I cannot refrain, therefore, from quoting the words in which Mr. Tufnell, in his report for 1849, so pleasingly records, as a passing phenomenon, the accidental existence, in a few cases, of that cheap happiness and hopefulness, which I would entreat my fellow countrymen to aim at securing, with all the humble additions that it may require, for every pauper child in the kingdom. "In the absence of district schools," he says, "the union schools which, to my mind, best fulfil the object of their institution, are those which are kept quite separate from the adult paupers, in a distinct building, with plenty of garden-ground, and placed under the care of an honest, painstaking, married couple. Such an establishment frequently presents the aspect of a well-ordered family; and though the intellectual instruction is often somewhat deficient, habits of industrious application are acquired, and right principles of action inculcated, so that education in its highest sense is imparted to the pupils. Children sent forth from such establishments, though sometimes wanting in technical knowledge, appear in most respects to fulfil all the objects that the philanthropist might deem desirable, and realize in their future lives the idea of an upright and christian-minded peasantry."*

Indeed, notwithstanding the boldness with which the Government of Belgium has undertaken the suppression of mendicancy and vagabondage in the whole kingdom, by the large institution which it has formed at Ruysselede, I cannot but regard it as surprising that the continental experience of farm-schools should have heretofore been read as an encouragement to our throwing the pauper children together in vast masses, each with its palace of brick or stone, and its comparatively mechanical system; and, on the other hand, developing industrial education in connexion with the common day-school. Since it is already barely possible to support the latter by the voluntary means on which it depends, its industrial department, when one is added, has to be conducted with a serious loss to the managers and little benefit to the children, for the simple reason that their voluntary attendance is not permitted by the parents to be of such constancy and continuance as to be of much productive value. The school-time which the poor allow to their children is, in fact, scarcely sufficient for their instruction in the common elements, before they go to the industrial training (by no means defective of its kind) by which they must earn their bread.

Every school should, if possible, have a garden, divided into little reward plots among its best and eldest children, each cultivating separately his own, under the kindly advice of the teacher, with a stock of tools as various as can be brought into useful application within such limits; but with a voluntary day-school attendance, a "common" farm plot cannot be cultivated to a profit, or to a loss so moderate, as, under the circumstances of their too brief attendance at school at all, will be worth incurring, for any advantage gained by the attempt; and this assertion will apply with still greater force to any kind of workshop. I am not here speaking, on the one hand, of the pauper children for whom the farm-school (and some dependent workshops) ought to be supplied, and who, wholly dependent on society for their subsistence, will, in employment upon it, reduce the cost of that subsistence, while they receive the most wholesome training; nor, on the other, of the neglected and morally-endangered class contemplated by the ragged schools of our large towns, and for whom the industrial department should, at any cost, be made effective, since they have no home guardianship which, by placing them out to work, will in any degree supply the place of it; but of the children of the great body of our well-conducted labourers and artisans, with whose circumstances in the towns we are generally well acquainted, and for whose social position in reference to this subject in the rural districts, I have taken the liberty of referring to a very

* Minutes of the Committee of Council on Education. Reports by Her Majesty's Inspectors of Parochial Union Schools, 1848-49-50.

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very competent authority, that of our Vice-President, Sir John P. Boileau, Bart., in the lingering hope that industrial training might yet possibly be associated with the day school, if this could be regarded as a store, for the neighbouring employers of child's labour, to be taken out of it on a half-time gangsman system. These are the words of his reply, which seem to me to convey the whole economy of child's labour in English agriculture, as concerns its relations with the day-school:—

"My dear Sir,—You may like to know if I can suggest any assistance to the desirable object on which you are speculating as to the mode of connecting the instruction of a parochial school with the practical learning of agricultural duties. There are, I think, few parishes where the children could be employed in gangs for half-time. Excepting at stone-picking and at seed time, and in preparing mangold and turnips for winter stacking, when the school is altogether deserted, to earn a small sum upon which the parents systematically calculate, children are not required in any number together, or to go straight to one job where half the number could be relieved by the other half; and if they went singly, much time would be lost on the way to the farmer or to the school, and confusion would arise in transmitting directions given by the farmer to one little urchin, who would have to leave them half executed, and convey his ideas to another, who would scarcely attend to his companion. I try the system partially on Sundays, when, to allow every boy to go to church once, I have one at Divine service in the morning, who relieves the other at middle-day, that he may, in turn, attend evening service; but they are irregular, and occupy time (which farmers cannot afford) to watch them and keep any regularity at all. The plan I have adopted, and which I have hopes will succeed, is not to allow any child under 12 to be employed in my farms, and only those above 12 who have been to school up to that time. If properly trained up to that age, and properly taught reading, writing, &c., with the view always of opening the mind and improving the intelligence, rendering the child docile, obedient, civil, and somewhat self-controlling, I believe he will be a valuable servant even at that early age of 12, and yet be young enough to learn practically all the craft of his agricultural trade ere he becomes of size and strength to exercise it fully; while he will have so conquered the first and greatest difficulties of reading and writing, as to make it not improbable that he will willingly attend an evening school, to keep up his school-learning, which will carry along with it also a continuance of the moral training, thus, as I hope, combining the constant progress of industrial, and moral, and intellectual improvement.

"I have only time to add that I am,

"Yours respectfully.

"Ketteringham, 6 February 1852." "*John P. Boileau.*"

Convinced of the justice of these views, it was without surprise that, a few weeks ago, I heard it asserted, in a company of men the best informed on the subject, that the English farm day-schools were generally "expensive failures;" a result diametrically opposed to all the sincere wishes and earnest endeavours of the speakers, and one which did not at all lower their admiration of the use made by Her Majesty, and by many of the English nobility and gentry, of the great influence of their respective positions, to maintain and improve industrial day-schools on their estates or in their neighbourhoods, for both male and female children, to revise, and correct, and elevate, the influences, even those connected with industry, of the poor man's home itself. The industrial department of the national schools at Finchley is the best study of the kind in the immediate vicinity of the metropolis; and its promoters believe that they have brought it into a self-supporting system.

With only present resources for our common day-schools, all systematic association of an industrial system with them thus appears to be hopeless, as also must be every attempt to make, by their agency, a direct application of the continental experience acquired in dealing with a very different class of children from that which frequents them. It is obvious, however, that the workshops of the continental farm-schools and their methods of moral training, their avoidance of overcrowding, and their employment of ample moral force in proportion to the difficulties to be encountered, yield us invaluable lessons in the formation of free industrial day-schools in our large cities for the neglected and morally-endangered children who are wandering in their streets; a duty which the ragged day-school is designed to discharge, if it have any distinct mission whatever, and be not merely an erroneous movement on the part of some of the devoted teachers of the ragged Sunday-schools, whose labours are as devoted and surprising as they are beyond our present criticism.

This, however, is a branch of the subject on which I enjoy opportunities of dwelling elsewhere. By far the most important instruction which we can here educe from this experience of our continental neighbours consists in its testimony to the vast advantage, both moral and economical, to be derived from employing, in spade-husbandry and household duties, the whole of the youthful population, whether pauper, morally-endangered, or actually delinquent, who are permanently thrown on society for support in groups, or groups of groups, which may be governed as enlarged families, and maintained on this system, of really moral and industrial education, at as small a cost, at most, as that at which we now tutor them in indolence and crime: and certainly it appears to me that the proper mode in which to realize this advantage is to begin at once by properly discharging the duties already devolving upon us in the proper management of the pauper children, for whom Colonel Jebb so justly claims a preventive discipline, to keep them out of the category of the criminal, of which they are at present the chief source.

If it really be not our design to bring them up for the hulks, or for a life of dependence upon

upon society in any other form of ignorant or intellectual, useless or criminal pauperism, but to form them into a hardy youth, accustomed to wrestle with the physical elements of nature for their bread, it is worthy of consideration, whether, by following the example of the Continent, we may not effect a saving in pauper palaces, and a gain in the well-directed industry of the children themselves, to an amount which (if it were liberally expended in procuring the intelligent guidance, sound training, and hardworking example of some first-rate industrial schoolmasters) would prove the greatest economy that any board of guardians or poor-law commissioners ever effected. Labour must be the staple of the poor man's training. To live, is the first necessity. This is felt deeply enough by the children of the independent poor, and those of the dependent should surely not be less conscious of it. And in all the best continental institutions for these classes, therefore, labour on the land and industry in the workshop is the first desideratum; religious and moral training and example, realized in daily life, the next; and intellectual culture, though by no means dreaded, yet mainly used rather as a relief from other occupations than as the greatest feature of a pauper school. It will thus perhaps prove to have been a very happy obstinacy with which the English boards of guardians generally have declined all the invitations of the commissioners to an adoption of the provisions of the 7 & 8 Vict. c. 101, for the formation of school districts for the education of the children in large institutions, such as those formed or forming on the outskirts of London, Manchester, Liverpool, and Leeds, notwithstanding their many pleasing features.* But we shall find no excuse whatever for their not at least making a trial of the farm-school system of the Continent, since it has already been realized for them at home, by the judgment and zeal of W. Wolryche Whitmore, Esq., of Dudmaston Hall, in that of Quatt, situated on his property, and belonging to the Bridgnorth Union; and, for a "family" of female children only, by the enlightened affection of my friend Robert Weare Fox, Esq. in that belonging to the Falmouth Union, under the chairmanship of our Vice-President, Sir C. Lemon, Bart. M. P. The cost of the Quatt boys is 1 *s.* 10½ *d.* per week each for food, and 3½ *d.* for clothing, and that of the Falmouth girls 1 *s.* 2 *d.* per week for maintenance, and 1½ *d.* for clothing; and these are rates which may safely be compared with those of the Continent.

"An essential condition of success in agricultural, pauper, or reformatory schools, is the formation of an express body of masters for them, accustomed to country life and occupations, and at once humble and earnest. Our ordinary normal schools leave scarcely anything to be desired in the way of teaching; very able masters are constantly being turned out by them; but their knowledge is too exclusively literary and scholastic; they will serve very well for the schools of the towns, but those of the country require other qualities, of which they are generally deficient. In rural districts, we want men who, on quitting the platform of the school, know how to use the spade, the rake, the hoe, and the pruning-hook, and to train their pupils to the simplest practical labours of husbandry on the small scale, gardening, the management of trees, and the stalling of cattle. Such men, half teachers, and half labourers and gardeners, are to be found in several of the normal schools of Switzerland and Germany; and I have myself but recently returned from a study of their management at Hofwyl, near Berne, under the intelligent direction of M. de Fellenberg; at the same time that they are equally to be found at Kreutzlingen, near Constance, where Werhli animates them with his own spirit and leads them by his own example; at Bruggen, near Bâle, under the direction of M. Zeller; and at the Rauhen-Haus, near Hamburgh, under that of M. Wichern. In France, the institutions founded by M.M. De Metz, Brétignères de Courteilles, Fissiaux, Rey, Bazin, Duclésieux, De Luc, &c., are organized with the like aim and on nearly the same bases; and in England, a similar character attaches in some respects to the normal schools of Battersea and Kneller Hall."†

The great difficulty will always be to find the proper persons to manage the workhouse children on the farm-school plan, so long as the families of our independent workmen and labourers, and, even yet more, those of the humbler classes immediately above them, are so ill educated, and occupations so much more satisfactory than the boards of guardians seem likely to make the training of the pauper children, solicit each expressly-trained teacher on every side, especially if he add industrial skill and habits of business to his intellectual qualifications. So far from suffering, at present, from over-education, or even over-instruction, we have not, nationally, enough of cultivated intellect, combined with practical skill and moral elevation, to meet the duties which devolve upon us, a conviction which I am the more ready to express, since my sincere anxiety for the proper education of the pauper child, as an example which must precede the proper reformation of the criminal child, might otherwise be mistaken for some jealousy of intellectual progress among any class of society, when, on the contrary, I believe that it can never be too great, so that it be sound, wholesome, and duly balanced. It appears to me to be, for these reasons, only the more important to make the position of the teacher and trainer of pauper children one of respect and comfort; and this would perhaps soon be brought about, if every facility and encouragement were given to the formation of farm-schools; for which a union of unions might sometimes be desirable, and which would always have a considerable permanent staff of children, to sustain and regulate the industry of those who will be dependent only for a shorter time.

When we have thus discharged our duty towards the large class of pauper children at

* Third Annual Report of the present Poor Law Commissioners, for 1850, p. 6.

† Report addressed to M. Tesch, Minister of Justice for the kingdom of Belgium, on Agricultural Colonies, Rural Schools, and Schools of Reform, by M. Edouard Ducpetiaux, Inspector-General of Prisons and Institutions of Public Charity, February, 1851.

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at present dependent on our bounty, by giving to their training a proper bias, instead of leading them on the highway to ruin, we may then, full of the first happy experiences of the result, ask the Legislature, with better grace, to indulge our philanthropic anxiety for the extension of the trust, by giving us a reformatory charge of the criminal, not merely for the term of their sentence, but, perhaps, for that of some part of their minority; since, for want of the experience which our duty to the pauper children, if it had not been neglected, would have supplied, we have so grossly failed in the first national effort made to moralise the criminal class, that, on the first movement towards a more wholesome system, in 1850, parties of both senior and junior boys, at Parkhurst, fired their houses, and one of the largest was destroyed.* In fact, the best reformatory school, if the pauper school were what it ought to be, would be merely the best pauper school, with an unusual proportion of superintending moral agency, and some cells for solitary confinement, on occasions of necessity; besides full legal power to bring back and punish, within certain limits, those (and they would be few) who, under a wholesome discipline and such liabilities, would yet have the folly to abscond.

If, instead of adopting such a course, criminal children shall be made the subjects of true-hearted but rather showy experiments, or treated merely to book-knowledge on the one hand, and mechanical repression on the other, it will not be surprising that, as at Parkhurst, we should occasionally be "hoist by our own petard;" and that the young people should prove but bad subjects, even after they have gone through the regulation amount of conformity; while their superior physical condition will only bring upon us new protests from Colonel Jebb, when the pauper boys are thus virtually taunted to show, at least, the spirit to commit a crime. As for the objection that industry is degraded by being associated with or made the staple of punishment, as I have heard it somewhat captiously argued, it might as well be said that the savage should be won to civilization by the example of idleness. The regulated industry of the honest and the civilized man is regarded with equal dislike and contempt by the dishonest and the barbarous. While labour, therefore, is a terror and a disgrace to the vagrant, it affords satisfaction, if not pleasure, to one under proper influences, to whom it is as valuable as a discipline, as it is to the untamed wanderer of the streets as a warning.

Between the workhouse school on the one hand, and the public indifference on the other, the efforts even of private charity in the direction of moral training by means of the farm-school have been very limited. The only institutions, not merely imitative, which have exhibited any completeness of principle, design, and execution, appear to have been those of the Children's Friend Society, being the Royal Victoria Asylum at Hackney Wick, conducted by Captain Brenton, and its female department at Chiswick, which enjoyed the advantage of superintendence by the Honourable Miss Murray, one of the Maids of Honour to the Queen; but this society fell, amidst the general apathy, before an absurdly unjust cry of the press, on the occasion of the ill-treatment of one of the apprentices sent out by it to the Cape of Good Hope. M. Ducpetiaux likewise mentions the school and colony of industry at Lindfield, in Sussex, formed by the late Venerable William Allen, but now on the verge of being abandoned; as is also that at Ealing, so long supported by the Lady Noel Byron; while that of Lord Lovelace, at Ockham, is undergoing reconstruction. Neither does he omit from notice the school founded by the Rev. W. L. Rham, at Winkfield, near Windsor; the similar school at Batterbury, near Chelmsford; Mr. Smith's agricultural school, at Southam; Mr. Cropper's, near Liverpool; and that of Templemoyle, near Londonderry.

It will be plainly perceived that I do not think we are discharging our duty towards the pauper child, in regard to his moral and industrial training; but it will be at least as obvious that I am not charging this as a fault upon the Government at large, nor upon any special department of it, nor even upon the local administration of the unions, in some of which, besides those already mentioned, the guardians are awakening to the true economy to be effected by an employment of vigorous moral influences for the dissipation of pauperism. I am charging the fault, if the fact must be called such, upon the state of opinion in this country generally; and, to correct it, am advocating no legerdemain of authority, but merely that all parties responsible to society should recognise and act upon the following truths:—

1. That the farm-schools of the Continent, applied to education for the prevention of crime, hold a social position precisely analogous to that of our own workhouse schools.

2. That for the children in these schools, as in those of the Continent, a training in vigorous rural industry, and close domestic economy, by means of farm schools, conducted on the principles of a Christian family, will yield the greatest attainable moral vigour, with the least amount of indolence and self-deception.

3. That by far the greater number of the present workhouse schools are now producing converse results; and that we have no experience strongly favourable to regimenting and warding the children in large district palaces, however pleasing their mechanism, while we have ample testimony in favour of the farm-school system.

4. That the children at a proper farm-school, required to work steadily at all its out-door and domestic duties, will not cost the public more than under the present system, or that of the contemplated district asylums; and will not cost so much, unless through a liberal employment of moral agency in their management, which will be a wise economy, in the ultimate result, and therefore far preferable to the expenditure of large sums in ornamental stone and brickwork.

5. That

* Report of the Directors of Convict Prisons on the Discipline and Management of Parkhurst Prison, for the year 1850.

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5. That to have good preventive schools for the training of the pauper children, is the great practical step towards obtaining good reformatory schools for the re-training of criminal children, on principles well understood and economically applied.

It is, I hope, in no indifference to the case of the juvenile criminal, that I have thus glanced at the kindred trusts which devolve upon us, but merely to testify that a world-wide experience unites with that of our own inspectors of prisons, in cautioning us against a vain effort to pursue the work of correction and reformation, without at least a corresponding amount of effort at the prevention of crime. So far from being disposed, for my own part, to fall into the opposite error, I propose to seek an early opportunity of laying before this Society some comparative statistics of the endeavours made in England, America, France, and Belgium to employ the industrial farm-school in a vigorous system of correctional discipline, if I have not already trespassed too far upon its indulgence.

APPENDIX.

I.—Number of Children and Young Persons, under 16 Years of Age, in the Receipt of Parochial Relief in 595 Unions in *England* and *Wales*, on the 1st January 1851.

In-doors:		
Children of able-bodied inmates - -	Legitimate - -	10,350
	Illegitimate - -	7,470
Children of Inmates not able-bodied -	Legitimate - -	2,071
	Illegitimate - -	1,087
Orphans or other children relieved without parents - - -		21,812
Total Sane Children and Young Persons In-doors - -		42,790
Lunatic or idiot - - - - - - - - - -		238
Total Children and Young Persons In-doors - - -		43,028
Total of all Classes of Inmates - - - - -		105,359
Out-doors:		
Children of adult males receiving temporary relief - - -		78,356
Children of widows - - - - - - - - - -		123,413
Illegitimate children relieved with mothers - - - -		5,862
Children of parents in gaol - - - - - - -		5,427
Children of soldiers, sailors, and mariners - - - -		1,124
Children in resident families of other non-resident males - -		8,538
Children of parents not able-bodied, relieved with parents -		35,407
Orphans and others relieved without parents - - - - -		17,230
Lunatic or idiot children - - - - - - - -		257
Total Children and Young Persons Out-doors - -		275,614
Total of all Classes Out-doors - - - - -		726,071
Total of all Classes relieved - - - - -		831,430

The average cost of each in-door pauper is somewhat more than 2 *s.* per week.

II.—Total Number of Juvenile Prisoners Committed for Trial, or Tried at Assizes and Sessions, or Bailed, in *England* and *Wales*, in the course of the Year 1849.

PROCEEDINGS.	Males.	Females.	Total.
For trial at the commencement of the year - - - -	187	22	209
Committed for trial in the course of the year - - -	1,886	375	2,261
Received from custody of other Governors for trial in the course of the year - - - - - - - - -	222	36	258
Total of each Sex - - -	2,295	433	2,728
Total of both Sexes and all Ages - - -	30,849.		

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III.—Results of the Proceedings against Juvenile Prisoners in 1849.

RESULTS.	Males.	Females.	Total.
Convicted	1,916	341	2,257
Acquitted at the bar	240	72	312
No bills found	89	18	107
Not prosecuted	6	5	11
Died before trial	1	-	1
Admitted evidence on the part of the Crown	5	5	10
Bailed to appear to take their trial at a subsequent tribunal	4	-	4
Non-appearance to recognizances	2	-	2
Left for trial at end of year	160	31	191
Total of each Sex	2,423	472	2,895

Total of both Sexes and all Ages - - - 30,849.

IV.—Total Number of Juvenile Prisoners under Summary Convictions in *England* and *Wales*, in the course of the Year 1849.

CONVICTED.	Males.	Females.	Total.
Under the Game Laws	182	1	183
„ Revenue Laws	18	3	21
„ Vagrant Act	2,259	590	2,849
„ Malicious Trespass Act	540	108	648
„ Larceny Act	465	79	544
„ Poor Law Act	332	98	430
„ Juvenile Offenders' Act	1,544	96	1,640
„ Metropolitan or Local Police Acts	415	71	486
For assaults	500	70	570
For want of sureties	73	21	94
As known or reputed thieves	1,161	155	1,316
On summary convictions not included in the preceding classes	1,296	174	1,470
Deserters waiting a route	2	-	2
Total of both Sexes	8,787	1,466	10,353

Total of both Sexes and all Ages - - - 92,074.

V.—Movement of the Juvenile Prison Population in the Year 1849.

JUVENILE PRISONERS.	Males.	Females.	Total.
In custody at the commencement of the year	1,238	206	1,444
Received under commitments	10,431	1,822	12,253
Received from other Governors, and enumerated in their returns	833	136	969
Transports received under contract with Government	6	-	6
Transferred to other Governors before trial or conviction	632	88	720
Committed for examination, but afterwards discharged	1,429	305	1,734
Total of both Sexes	14,569	2,557	17,126

Total of both Sexes and all Ages - - - 157,273.

VI.—Ages of the Juvenile Prisoners in the Gaols of *England* and *Wales*, in the course of the Year 1849.

Prisoners in the Gaols of England and Wales.	Under 12 Years of Age.		12 Years and under 14 Years.		14 Years and under 17 Years.		Total.	
	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.
Prisoners for trial, or tried at assizes and sessions	114	25	308	49	1,841	367	2,263	441
Prisoners under summary convictions	1,141	151	2,239	316	5,405	999	8,787	1,466
Total of each Sex	1,255	176	2,547	365	7,246	1,366	11,050	1,907
Total of both Sexes	1,431		2,912		8,612		12,957	

VII.—State of Instruction among the Juvenile Prisoners in the Gaols of *England* and *Wales*, in the course of the Year 1849.

State of Instruction.	By Assizes and Sessions.		By Summary Convictions.		Total.	
	Males.	Females.	Males.	Females.	Males.	Females.
Can neither read nor write	848	195	4,063	868	4,911	1,063
Can read only	540	143	1,798	375	2,338	518
Can read or write, or both imperfectly	802	94	2,704	214	3,506	308
Can read and write well	73	9	194	8	267	17
State of instruction not ascertained	–	–	28	1	28	1
Total of each Sex	2,263	441	8,787	1,466	11,050	1,907
Total of both Sexes	2,704		10,153		12,957	

VIII.—Terms of Imprisonment, before Trial, of the Total Number of Juvenile Prisoners, at Assizes and Quarter Sessions in *England* and *Wales*, in the course of the Year 1849.

Terms.	Males.	Females.	Total.
Under 14 days	884	162	1,046
14 days and under 1 month	474	109	583
1 month and under 2 months	524	96	620
2 months and under 3 months	183	27	210
3 months and under 6 months	59	7	66
6 months and upwards	11	1	12
Total	2,135	402	2,537
Solitary confinement	203	41	

Total of both Sexes - - - 244.

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IX.—Terms of Imprisonment of the Total Number of Juvenile Prisoners, after Trial at Assizes and Quarter Sessions, in *England* and *Wales*, in the course of the Year 1849.

TERMS.	Males.	Females.	Total.
Under 14 days	168	32	200
14 days and under 1 month	182	59	241
1 month and under 2 months	319	65	384
2 months and under 3 months	287	40	327
3 months and under 6 months	386	84	470
6 months and under 1 year	271	35	306
1 year and under 2 years	55	9	64
2 years and under 3 years	7	2	9
3 years and upwards	2	1	3
Whipped, fined, or discharged on sureties	25	2	27
Sentence deferred	-	1	1
Total	1,702	330	2,032

The number sentenced by courts to be whipped was, publicly, 4; and privately, 1,852; in all 1,856.

X.—Total Number of Juvenile Prisoners sentenced to Transportation at Assizes and Quarter Sessions in *England* and *Wales*, in 1849.

TERMS.	Males.	Females.	Total.
For 7 and under 10 years	145	9	154
„ 10 and under 15 „	61	1	62
„ 15 and under 20 „	4	1	5
„ 20 years and upwards	1	-	1
„ Life	3	-	3
Total	214	11	225

Total of both Sexes and all Ages - - 3,099

XI.—Terms of Imprisonment of the Total Number of Prisoners under Summary Conviction in *England* and *Wales*, in the course of the Year 1849.

TERMS.	Males.	Females.	Total.
Under 14 days	2,500	526	3,026
14 days and under 1 month	2,777	529	5,306
1 month and under 2 months	2,978	271	3,249
2 months and under 3 months	769	85	854
3 months and under 6 months	630	52	682
6 months and under 1 year	25	2	27
1 year and under 2 years	2	-	2
Unlimited terms	2	1	3
Whipped, fined, or discharged on sureties	4	-	4
Total	9,687	1,466	11,153

XII.—Total Number of Recommittals of Juvenile Prisoners in the Gaols of *England* and *Wales*, in the course of the Year 1849.

RECOMMITALS.	Males.	Females.	Total.
Once	1,866	259	2,125
Twice	821	123	944
Thrice	423	61	484
Four or more times	670	91	761
Total	3,780	534	4,314

XIII.—Punishments for Offences in Prison, inflicted on Juvenile Prisoners in the Gaols of *England* and *Wales*, in the course of the Year 1849.

PUNISHMENT.	Males.	Females.	Total.
Handcuffs and other irons	18	5	23
Whipping	85	- -	85
Dark cells	1,627	135	1,762
Solitary cells	2,418	311	2,629
Stoppage of diet	12,770	581	13,351
Other punishments	280	38	318
Total	17,198	968	18,168

XIV.—Mode in which the Total Number of Juvenile Offenders confined in the Gaols of *England* and *Wales* were employed in the course of the Year 1849.

MODE.	Males.	Females.	Total.
Hard Labour	8,687	1,419	10,106
Employment, not hard labour	2,673	574	3,247
Not employed	3,163	560	3,723
Employment not ascertained	46	4	50
Total	14,569	2,557	17,126

XV.—Health of the Juvenile Prisoners confined in the Gaols of *England* and *Wales*, in the course of the Year 1849.

HEALTH.	Males.	Females.	Total.
Slight indisposition	2,752	358	3,110
Infirmary cases	319	93	412
Criminal lunatics	2	1	3
Pardons on medical grounds	5	- -	5
Deaths	15	- -	15
Total	3,093	452	3,545
Greatest number of sick at any one time	133	25	158

*** The discrepancies observable in a few of the preceding statements occur in the gross returns from which they are abstracted, being the latest which have been published in the Reports of the Inspectors of Prisons.

Appendix, No. 2.

Appendix, No. 2.

PAPERS delivered in by Rev. *T. Guthrie*, D. D., and referred to in his Evidence, 18 February 1853.

ADMISSION SCHEDULE of Edinburgh Ragged School.

1st. Filled up by the party who thinks the child should be in school.
2d. Particulars verified by superintendent by visitation.
3d. Cases adjudicated by the admission committee.

No .

Ragged Industrial Schools.—Applicant's Schedule.

1. What is applicant's name?
2. „ „ age?
3. „ „ birth-place?
4. „ „ residence?
5. „ „ occupation?
6. How long resident in Edinburgh?
7. What school was applicant at before?
8. When? and how long?
9. Give the reason for leaving it?
10. Can applicant read or write?
11. How often apprehended?
12. How often convicted, and of what?
13. What punishment?
14. By whom sent to this school?
15. With what promise?
16. What is father's name and occupation?
17. What is mother's name and occupation?
18. Gives the names and ages of all the family?
19. How many of these at school?
20. How many of these working?
21. How much parish relief for all?
22. What is their parish?
23. What is their average weekly income?
24. Has parish relief been refused? If so, state the reason.
25. State whether father or mother were ever full members in any church?

Remarks.—I believe the above statement correct, and think this a proper case for admission to the Edinburgh Ragged Industrial Schools.

——— Householder, or,

I concur, ——— District Visitor.

Date 185

PRISON RETURNS.

Ragged Schools.

Letter to the Governors of George Heriot's Hospital, and circulated among the Ministers of Edinburgh.

Gentlemen, Edinburgh Prison, 24 October 1845.

Permit me to bring under your notice the claims of a numerous and unfortunate class of children, at present existing in this city in a condition of extreme ignorance and misery, and who appear to have been hitherto totally neglected and uncared for.

The

Appendix, No. 2.

The Heriot Schools, which have been erected of late years in various parts of the city for the education of the children of the poorer classes, have effected much good, in the providing of better qualified teachers, and more commodious and healthy school-rooms; and although it be true that these seminaries, like the hospital itself, are attended by great numbers of pupils whose parents are able to pay for their education at other and well-appointed schools, yet they are doubtless a most important boon to many who are unable to obtain such efficient teaching elsewhere.

But besides the children of parents in narrow or reduced circumstances, who yet enjoy the benefit of these institutions, there is a great and increasing number of miserable little outcasts of both sexes, who of necessity live partly by begging and partly by stealing, and whom the schools of that noble charity do not reach. These houseless children of want are growing up in ignorance, misery, and vice. Moral restraint, even in its weakest form, is entirely unknown and unfelt by them; their associations, and the influences they are under, comprehend all that is brutalizing and worthless; they are neglected by those who should be their natural protectors; and crime, instead of being shunned, becomes with them a necessity and a habit.

This class of children, together with their older associates, make up that baleful under-current which saps the foundations of morality and virtue in society, and from which our prisons are filled. Many young persons, who have been decently brought up, are ruined by coming in contact with these wretched outcasts; so that the duty of endeavouring to reclaim them possesses a double force, as it points not only to the reformation or welfare of the class in question, but to that of others, who by association with them might be corrupted.

During the last three years, upwards of 740 children, under 14 years of age, were committed to this prison for crime. Of that number 245 were under 10 years of age. Many of these had been the victims of the unkindness and neglect of others. Some of them had no parents, and were uncared for by any one. Others were the children of widowed mothers, receiving a most inadequate out-pension from the parish, and obliged to supplement the miserable pittance at the expense of the moral well-being of their families, by going out to work, and leaving their children unrestrained in their houses. They have thus grown up in ignorance and idleness, and have been exposed to contamination of all kinds. The parents of many others are dissipated and worthless; far from preventing, they instigate their children to the commission of crime; their example and precept are wholly evil, and their very existence a calamity to their offspring.

I think it will be admitted that a vigorous and effectual effort has never been made in Edinburgh to remedy this fearful state of things; and while I believe that its causes lie too deep for entire removal by anything short of the thorough Christianizing of the masses, yet I respectfully submit that there exist strong grounds for believing that a well-appointed school of industry would materially mitigate the evil*.

The experience of the existing Heriot's Schools has, I believe, sufficiently demonstrated that there exists a numerous class of wretched children, who, by habits peculiar to vagrancy and idleness, place themselves beyond their pale; who do not, and indeed cannot be expected to appreciate the sound elementary moral and intellectual training given in these institutions. The number of neglected and destitute children wandering about the city, many of them beggars, and all in the way of becoming thieves, is probably not less than 700 or 800†. These may be apprehended by the police for begging or vagrancy; but as soon as set free, they will return to their former habits. What can they do? They know not, and have never known, anything else; and they must have food. Juvenile begging, with all the evils incident to it, cannot, and ought not to be put down, unless the food which is sought by means of it be first supplied in another way to those who practise it. To take advantage of this natural want, and, by providing for it, confer upon the children at the same time the benefits of industrial training in manual labour, and of intellectual, moral, and religious culture, is the object of a school of industry.

No arguments for the expediency of such an institution in Edinburgh can be more forcible than those drawn from the experience and success of a similar institution in another large city. A copious array of facts might be brought forward, both from the report above alluded to, and from documents of a corresponding nature, to prove the adaptation of schools of industry to the exigencies of this unfortunate class of children. Setting aside, however, the question, whether a school of industry is in reality the institution best adapted for their education and improvement, this incontrovertible truth remains,—that here, within the bounds of our own city, remarkable for its intelligence, and for its schools and charitable endowments, there exists a multitude of young and defenceless beings, who are emphatically the "poore fatherlesse boyes" of George Heriot, and to whom the Act of 1836 appears to have contemplated extending the benefits of his noble charity,—that at present they are exposed to every evil influence, and to all the worst results of ignorance and crime,—and that any effort, or at least any effectual effort, towards improving their condition, has scarcely ever been attempted. It may be that a school of industry would operate to a great extent for their benefit,—such is to be expected; but whether to a greater or less, that there is an undoubted claim on the part of this miserable class for a strong and speedy effort of some kind towards their enlightenment, cannot be denied.

I am

* *Vide* Report of Aberdeen School of Industry.

† Subsequent inquiry has discovered the number to be much greater.

Appendix, No. 2.

I am aware that, besides these unfortunate and neglected children, who are, from the causes above mentioned, in a great measure beyond the reach of the Heriot's Schools, there is a numerous and very different class, who might, in the event of any extension of the institution, be looked upon as possessing almost a prior claim to its benefits. I allude to those children who are, from its limited accommodation, refused admission to the Hospital, and who do not partake of its benefits in any other way. In pleading the necessities of the one class, I am far from undervaluing the wants of the other. I am aware that it may be thought of importance to extend to the children of parents in the same rank of life the superior education at present enjoyed by the 180 inmates of the Hospital; but I would respectfully submit, that between these two things,—between a still limited dispensation of superior schooling to the children of parents in moderate or reduced circumstances, and a far freer and more generous dispensation of moral and industrial training to a multitude of outcasts,—there is a grave and important difference; no less, indeed, than the difference between a matter of ultimate expediency,—a matter which might be taken up, or laid aside, or indefinitely postponed, without society feeling injured by the delay,—and a matter of such broad and glaring urgency, that if suffered to continue, or to increase, it will be a living and embodied reproach upon society itself.

The actual nature of the claims of these unfortunate children may be thus stated. There is, first, and more immediately, a claim upon society at large for the ordinary protection of the laws, a protection which many of them experience only within the walls of a prison; there is, secondly, a claim upon the common humanity of the inhabitants of our own city, in which they abound, but in which humanity towards them has never as yet manifested itself in any organized or definite shape; and, thirdly, there is a claim, I would respectfully submit, of a very strong and urgent nature upon the bequest under which you act, in the event of its benefits being extended for that education which has hitherto been denied them.

In conclusion, I respectfully take leave to express my earnest hope, that, as Heriot's old and invaluable bequest appears to comprehend the claims of these unfortunate outcasts, and as hitherto they seem to have been in a great measure overlooked, they, as well as the children of more fortunate birth, may speedily experience its benefits, either through the channel of a school of industry, or, if possible, in a still more effectual form.

I have, &c.
(signed) *J. Smith.*

RETURN of JUVENILES under 14 Years of Age, committed to the Prison of *Edinburgh*, for Six Years, ending 24th December 1852.

DATES.	Total Commitments.	JUVENILES.	
		Total Commitments.	Centesimal Proportion.
1847 - - -	4,734	260	5·6
1848 - - -	5,536	204	3·7
1849 - - -	5,709	165	2·9
1850 - - -	4,855	63	1·3
1851 - - -	5,869	56	·9
1852 - - -	6,110	57	·9

The NUMBER of PRISONERS between 14 and 16 Years of Age, committed to the Prison of *Edinburgh*, during the last Five Years, was—

DATES.	Total Commitments.	Numbers between 14 and 16 Years of Age.
1848 - - - - - -	5,536	552
1849 - - - - - -	5,709	440
1850 - - - - - -	4,855	361
1851 - - - - - -	5,869	227
1852 - - - - - -	6,110	270

(signed) *J. Smith.*

Appendix, No. 2.

STATE, compiled from Returns made by the Governors of Prisons mentioned respectively, to the Governor of the Prison of *Edinburgh*, showing the Total Commitments to Prison of Adult and Juvenile Prisoners in the Periods stated, &c.

——	PRISONS.	YEARS.	Total Numbers Committed.	Not exceeding 14 Years of Age.	Centesimal Proportion, not exceeding 14 Years of Age.
Vide Appendix I.	DUNDEE - - - -	1844 -	849	88	10 ½
		1845 -	1,178	90	7 ⅔
		1846 -	1,377	113	8
	Ragged Schools established	1847 -	1,442	88	6
		1848 -	1,485	77	5
		1849 -	1,519	79	5
		1850 -	1,441	54	3 ¾
		1851 -	2,115	99	4 ¾
	To 24th November	1852 -	1,886	84	4 ½
	GLASGOW - - - -	1844 -	2,903	150	5·2
		1845 -	3,222	136	4·2
		1846 -	2,987	62	2·4
	Ragged Schools established	1847 -	3,323	117	3·5
		1848 -	3,548	152	4·3
		1849 -	3,862	141	3·6
		1850 -	4,121	147	3·5
		1851 -	3,904	260	6·6
		1852 -	3,958	338	8·2
			Average.		
Appendix II. -	PAISLEY - - - -	1842–49	825	58	7·0
	Ragged Schools established	1850–51	799	32	4·0
		1852 -	797	26	3·2
	GREENOCK - -	1849 -	577	40	7·10
	Ragged Schools established	1850 -	444	14	3·37
		1851 -	462	17	3·68
		1852 -	681	20	3·07
	AYR - - - - -	1848 -	497	21	4·3
		1849 -	452	23	5·1
		1850 -	292	15	5·2
	Ragged Schools established	1851 -	381	21	5·5
		1852 -	436	26	5·9
Appendix III. -	ABERDEEN - - -	1838 -	677	41	6·2
		1839 -	846	69	8·2
		1840 -	1,117	110	9·9
	Ragged Schools established	1841 -	1,018	82	8·1
		1842 -	759	40	5·4
		1843 -	742	85	11·5
		1844 -	713	55	7·8
		1845 -	751	70	9·4
		1846 -	665	49	7·5
		1847 -	768	39	5·2
		1848 -	734	27	3·8
		1849 -	934	24	2·6
		1850 -	839	25	3·0
		1851 -	673	13	1·9
		1852 -	629	37	5·9
Appendix IV. -	DUMFRIES - - -	1847 -	521	32	6·2
	Ragged Schools established	1848 -	415	22	5·3
		1849 -	428	14	3·3
		1850 -	502	18	3·5
		1851 -	400	12	3·0
		1852 -	317	18	5·6
Appendix V. -	EDINBURGH - - -	1846 -	4,365	275	6·3
	Ragged Schools established	1847 -	4,734	260	5·6
		1848 -	5,536	204	3·7
		1849 -	5,709	165	2·9
		1850 -	4,865	63	1·3
		1851 -	5,869	56	·9
		1852 -	6,110	57	·9

(signed) *J. Smith.*

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APPENDIX.

I.—Extract from Report of the Governor of *Dundee* Prison, dated 24th November 1852.

These results I can attribute to nothing else but the influence of the industrial school; such a moral achievement having been won by its instrumentality, when the kindness in the prison formed a sort of rivalry to the kindness of the school. Surely now that the prison has got its whipping apparatus, of which young offenders have a salutary dread, we may by and bye reasonably expect to witness still happier results. Youth is the time to give the mind its proper bent, to shape aright its future destiny; hence the necessity of an early education, which is the best preventive to the commission of crime.

II.—Extract from Return by the Governor of *Paisley* Prison.

This table shows the commitments for the last 11 years. In the eight years previous to the commencement of the industrial school it will be observed that the yearly average of commitments of juveniles was 58, or seven per cent.; for the last three years it has been an average of 32, or four per cent.; while for the last year it was only 26, or 3·2 per cent. I may remark, that the decrease last year was entirely on those committed for the first time, being a gratifying proof that it is much easier to prevent crime than to reform the once made criminal.

III.—Excerpt from Report by the Governor of *Aberdeen* Prison, for the Year 1852.

This table certainly gives an unfavourable view of the state of juvenile delinquency during the year, and for which it is somewhat difficult to account. A considerable number of the young persons imprisoned were in employment, and it is believed were led astray by associating with other companions. Thus, one gang of 10, all of whom were at work, were convicted of stealing apples from a garden, and, under the provisions of a recent Act of Parliament, were soundly whipped and discharged; another gang of five (whose ages ranged from 12 to 7) were convicted of stealing a dressing-case from an open bedroom window close upon the street; a third gang of five, three of whom had been previously convicted, had abstracted a watch, &c., from a public-house, and were whipped and imprisoned; and a fourth gang of three were detected pilferring gooseberries. Several of these were the children of respectable parents, and are not likely to return again to prison, while it is hoped that the discipline administered will have a deterring effect on some of the others. It is evident that, notwithstanding the great good which has been done by our industrial schools, and such like institutions, there are still a good many neglected children who have not yet been brought under their salutary influence.

Note.—Of the 23 boys forming the four gangs above mentioned, 13 of them were under 14 years of age.

IV.—Extract from Letter of Governor of *Dumfries* Prison to Governor of *Edinburgh* Prison.

There can be no doubt but ragged or industrial schools are the best preventive of juvenile delinquency as yet discovered; and so far as this locality is concerned, were there sufficient funds to work the district well, much more good could be done. I am one of the committee of management here, and I observe that at almost every meeting we are obliged to refuse some applicants, as only a limited number can be taken in, for want of the needful. Of course what we have is entirely raised by voluntary contributions, or rather, I might say, by the benevolent exertions of a very limited number of the inhabitants, and those, generally speaking, not the most wealthy either.

V.—Extract of a Letter from Mr. *Smith*, Governor of the Prison of *Edinburgh*, to the Secretary of the *Edinburgh* Original Ragged Industrial Schools.

You will perceive that during the past year the ragged industrial schools have maintained their ground, so far as this is indicated by the commitments to prison of juveniles under 14 years of age. The commitments of that class are still under one per cent. of the total number of commitments, and for every five children of that tender age committed to prison six years ago there is now only about one. This is matter of great thankfulness; but it is clear from the percentage of juveniles for the last three years, that the beneficial influence of the existing schools, in preventing juvenile crime, is not now progressive, and has probably attained its maximum. This calls for an extension of the ragged-school system. Only a small part of the work has yet been done, and it will not be completed until every miserable and neglected child has been educated for this world and the next.

Appendix, No. 2.

ABSTRACT of ANSWERS to QUERIES sent to the Secretaries to the Ragged Industrial Schools at *Glasgow, Dumfries, Ayr, Campbelton, Paisley, Dundee, Inverness, Hawick, Greenock, Perth.*

Q. 1. ON what principle is the education of the children conducted, and especially is the authorised version of the Bible in universal use in the school?

A. 1. All the schools are conducted on the same principles as those on which ordinary schools in Scotland are conducted.

The authorised version of the Bible is in general use in the whole of them. "The Holy Scriptures are made the groundwork of all the instruction" the children receive (Glasgow); the Bible is "the text-book" (Greenock); and so on.

Q. 2. Do you experience any pecuniary difficulty in keeping up the institution?

Q. 3. Do the necessities of the town require that the system should be extended; and, if so, how many ragged children do you estimate still remain to be provided for?

A. 2 & 3. The schools are very popular, and funds adequate to maintain the existing institutions are raised by ordinary effort. But the existing institutions do not nearly meet the requirements of the towns in which they are situated, and a very considerable extension of the system is required.

In the case of Dundee it is said that "the school has met the requirements of the community;" but the prison returns for the bygone year show that 84 juveniles, not exceeding 14 years of age, were committed to prison.

In Dumfries it is estimated "that at least 30 children remain to be provided for."

In Greenock there are "perhaps 200 or 300 children still unprovided for."

In Ayr there are "50 or 60" who should be in the ragged industrial (feeding) school, but are not.

In reference to Glasgow, the directors of the ragged industrial school say, through the secretary, that "the necessities of the city would certainly require an additional number of (ragged industrial) schools, just in the same sense in which we require a greater number of churches; but the evil would not be overcome by the multiplication of ragged schools any more than it would be met by the erection of new churches. The only way to eradicate the evil would be by converting the parents to Christianity; but it might to a great degree be palliated by amendment of the law (making it punishable in a parent to neglect the education of his child), accompanied with vigilance on the part of the police and magistracy, and simultaneously with these (certainly not without them) by the erection of a number of ragged and industrial schools." No opinion is hazarded "as to the number of children referred to in a city such as Glasgow."

On the whole, it seems to be found to be extremely difficult to estimate the number of children who ought to be in ragged industrial (feeding) schools. The difficulty of course is proportioned to the size of the town and density of the population.

As regards the great towns, vast numbers of children are not at school. This fact is patent to the common observer. Prison statistics and police returns indicate that a very considerable proportion of (these?) children have commenced a criminal career. How many more will enter on the same course before puberty? How many during adolescence?

Q. 4. Do you experience difficulty in getting the ragged children to attend school; and, if so, what is the nature of the difficulty, and what remedy would you propose in order to lessen or remove it?

A. 4. The difficulty is slight, in so far as the children are concerned; but it is often serious, in consequence of the apathy and depravity of the parents, the great majority of whom are utterly indifferent to the well-doing of their children; while the rest make a trade of them, causing them to beg and steal on their (the parents') behalf.*

* *See* note to Answer 12.

Q. 5. Do you experience difficulty in finding employment for the young persons educated in your school?

Q. 6. What, as a general rule, is the kind of employment to which the children are sent on leaving the school?

A. 5 & 6. No great difficulty is experienced in finding employment for the children educated and trained in these schools.

The employment to which the children are sent varies according to the locality. The girls, for the most part, become domestic servants, and the boys are apprenticed to tailors, shoemakers, shipmasters, &c. Many of the boys commence by being message-boys to shopkeepers.

Q. 7. Whether do you consider that, as a general rule, employment at home or emigration is the best way of providing for children educated in ragged industrial schools?

A. 7. This question has been variously answered. The Glasgow return says, "Emigration, decidedly, if the children are put under a proper system of supervision on reaching the colony."

Appendix, No. 2.

The Dundee return says, "As long as employment of a respectable kind can be found at home, the expense prevents the children being sent abroad. No doubt the chance of bettering their prospects is greater abroad."

The Campbelton return says, "There is a growing impression that emigration, conducted on wise principles, is the outlet of best promise for such children; and that, in any case, employment elsewhere than in their native place would be preferable."

The sum of the answers returned to this question seems to be expressed in that sent from Ayr, viz., "Emigration, if funds could be obtained, and some guarantee for proper superintendence."

Q. 8. Are you aware whether any of the young people who were educated in your school have relapsed and been committed to prison, and in what proportion?

A. 8. Answered by all with a general negative. Cases of relapse seem to be exceptional, and dependent on one of two causes; viz,

1st. The evil influence of parents; and,

2d. The children having been in school for too short a time.

These two reasons are in reality one reason, for the short attendance of the children at school is almost always the result of parental influence, negative and positive; negative, inasmuch as they evince an utter indifference about their children's well-doing; positive, inasmuch as they detain them from school by command.

Q. 9. Does the magistrate, using a wise discretion, place juvenile delinquents under your care instead of sending them to prison; if so, to what extent has this been done?

A. 9. Variously answered. In Ayr, has not hitherto exercised this discretion. In Dundee, "all whom the magistrate deems proper cases" are sent to the ragged industrial school. In Greenock, the ragged industrial school has, to a certain extent, been taken advantage of by the magistrate; and it is the "earnest wish" of the directors of the institution that he should take full advantage of it.

Q. 10. What is the nature of the industrial work in your school?

A. 10. Various. The boys are taught shoemaking, tailoring, netting, &c. The girls wash, clean rooms, prepare and serve the food, sew, knit, &c.

Q. 11. Does the health of the children materially improve under your care?

A. 11. All the answers are, more or less, emphatically in the affirmative.

Q. 12. What is the cost of each child per annum, as ascertained by dividing the ordinary gross annual expenditure of the institution by the average daily attendance of the children?

N. B.—Extraordinary expenditure in alterations and repairs ought to be deducted.

A. 12. Various, ranging from 2*l.* 5*s.* (Dumfries) to 5*l.* 3*s.* 3*d.* (Dundee). This difference no doubt depends on the amount of rent paid for school; the class of teachers, and consequently the salaries paid; and the price and amount of provisions used. In Dumfries two meals per diem are given. In Dundee three meals per diem are given.

NOTE.

In answer to Question 4, the Secretary to the Glasgow Institution says:—

"Very great difficulty is experienced in prevailing on the children to attend regularly at school. On the part of the child, it may arise from the innate love of idleness which a vagrant life is sure to beget; on the part of the parent, from a greedy desire to turn the labour of the child to account, either by sending it out to beg, or, it may be, to work at some occupation which will be of no value to it in after life. The remedy (for this) will be found in the reply to Query 3."

This answer explains the answer to Question 12, which is as follows:—

The Secretary writes: "The cost per head at our school is great, because the institution is not nearly full. We could accommodate 320 children; whereas there are now on the roll only 206, with an average daily attendance of 188½. Were the school properly filled, the average (annual) cost of each child would be about 73*s.*, including expenses of every kind connected with the maintenance of the institution, deducting the amount received for work performed by the children.

PARTICULARS concerning EDINBURGH ORIGINAL RAGGED SCHOOL.

(Question 347.)

DAILY COST of FOOD for each CHILD in the Edinburgh Original Industrial School during the year ending 31 December 1852.

The average daily attendance at school was 248.

The whole sum paid for provisions was 522*l.* 19*s.* 9*d.*

The cost of food for each child was 2*l.* 1*s.* 4¼*d.* in the year, or 1¼*d.* per diem.

N.B.—A butcher in Edinburgh sent meat, valued at 15*l.*; taking this donation into account, and likewise the value of fuel, the cost of each child, per diem, for food and cooking, may be stated at 1¼*d.*

(Question 350.)

Of 297 children, who were on the roll of the school at 31 December 1852, there were 104 boys; 92 girls; and 101 infants; *i. e.*, children between five and eight years of age.

(Question 441.)

See separate Table for Return of Juvenile Delinquents committed to prison of Edinburgh in the Year 1846.

Proportion of Children in 297 who have a Stepfather or Stepmother:

	BOYS.	GIRLS.	INFANTS.	TOTAL.
With Stepfather	8	13	9	30
With Stepmother	10	4	5	19
TOTAL	18	17	14	49

(Question 583.)

Proportion of Children in 297 who are Orphans, partial or total:

	BOYS.	GIRLS.	INFANTS.	TOTAL.
Fatherless	37	20	21	78
Motherless	13	7	15	35
Total Orphans	5	4	-	9*
TOTAL	55	31	36	122

The proportion of children in 297 whose parents have been resident in the same locality in Edinburgh (settled) is:—8 boys; 5 girls; 5 infants; in all, 18 children.

Of 297 children 37 are the offspring of utterly worthless parents; and 200 are the offspring of drunken and depraved parents.

N.B.—65 parents have been convicted once or oftener, and 18 have been more than once in gaol.

* With one exception these nine children were too old to be put on the poor's roll as children being more than 12 years of age; one girl is paid for by the parish 4*s.* per mensem.

Appendix, No. 2.

(Question 584.)

Number and Ages of Children (of 297) who were sent to School by the Magistrate:

AGES.	BOYS.	GIRLS.	INFANTS.	TOTAL.
Seven Years	1	5	30*	36
Nine Years	20			20
Ten Years	21	3		24
Eleven Years	6			6
Twelve Years	12			12
Thirteen Years	6	4		10
TOTAL	66	12	30	108

* These 30 infants were the children of vagrants; the parents were apprehended, and on the recommendation of the magistrate, and under the guidance of a police-officer, brought their children to school.

G. Bell.

I.—TABLE showing the Number of CHILDREN in the EDINBURGH ORIGINAL RAGGED INDUSTRIAL SCHOOL at 31st December 1849; and likewise the Number admitted during the three Years ending 31 December 1852.

	BOYS.	GIRLS.	INFANTS.	TOTAL.
Number in school 31 December 1849	97	83	85	265
Number admitted during the Years—				
1850	70	53	72	195
1851	47	43	66	156
1852	44	44	69	157
TOTAL	258	223	292	773

N. B.—Children between 5 and 8 years of age are denominated infants. Children are not admitted earlier than at 5 years of age, nor retained after 14 years of age.

G. Bell.

II.—TABLE showing the Daily Average Number of CHILDREN on the Roll of the EDINBURGH ORIGINAL RAGGED INDUSTRIAL SCHOOL; likewise the Daily Average Number attending School; the Daily Average Number Absent, Sick; and the Daily Average Number Absent without Leave, during Three Years, ending 31 December 1852.

YEAR.	Daily Average Number on the Roll.	Daily Average Attendance.	Daily Average Absent, Sick.	Daily Average Absent without Leave.
1850	290	246	16	28
1851	296	252	27	17
1852	297	248	23	26
AVERAGE of Three Years	293 $\frac{2}{3}$	248 $\frac{2}{3}$	22	23 $\frac{2}{3}$

G. Bell.

III.—TABLE showing what became of 476 Children who left the Edinburgh Original Ragged Industrial School, during Three Years, ending 31 December 1852.

YEARS.	Sent to Employment. (a)			Sent to Parishes on which they were discovered to have a Claim.				Sent to higher Schools, the condition of Parents having improved. (b)				Taken away, and said to have been sent to Roman-catholic Schools.				Deserted, and would not Return. (c)				Left Edinburgh. (d)				Died. (e)				Total who have left School during Three Years, ending 31 December 1852.			
	Boys.	Girls.	Total.	Boys.	Girls.	Infants.	Total.	Boys.	Girls.	Infants.	Total.	Boys.	Girls.	Infants.	Total.	Boys.	Girls.	Infants.	Total.	Boys.	Girls.	Infants.	Total.	Boys.	Girls.	Infants.	Total.	Boys.	Girls.	Infants.	Total.
1850 - - - - -	36	14	50	2	4	11	17	2	3	4	9	12	11	10	33	8	8	16	32	6	14	8	38	–	1	1	2	67	53	60	181
1851 - - - - -	28	8	36	–	6	4	10	4	6	5	15	1	7	3	11	14	13	5	32	7	7	6	20	–	4	5	9	54	51	28	133
1852 - - - - -	29	13	42	12	8	12	32	4	3	2	9	5	5	3	13	16	8	15	39	5	6	12	23	1	1	2	4	72	44	46	162
Total - - -	93	35	128	14	18	27	59	10	12	11	33	18	23	16	57	38	29	36	103	18	27	36	81	1	6	8	15	213	148	134	476

Number who had been in school during three years, ending 31 December 1852 - 773

Number who left school during three years, ending 31 December 1852 - - - 476
Number in school 31 December 1852 - - - - - - - - - - 297
773

(a) Nine boys and seven girls left school and got employment for themselves in the year 1852. These are included in table.

(b) These children were admitted *pro tempore*. They were the children of able-bodied parents, out of employment, and were dismissed on the parents getting employment.

(c) The great majority of cases of desertion were dependent on the malignant influence of parents.

(d) The majority of these were the children of Irish and other vagrants.

(e) With few exceptions, the children are in very low condition when admitted, and many of them in a state of extreme debility.

The majority of deaths was the result of scrofulous disease.

G. Bell.

Appendix, No. 3.

Appendix, No. 3.

PAPER delivered in by Captain *O'Brien*, 1 March 1853.

66th, 67th, 68th, and 69th Articles of the "Code Pénal."

66. Lorsque l'accusé aura moins de seize ans, s'il est décidé qu'il agi sans discernement, il sera acquitté; mais il sera, selon les circonstances, remis à ses parens, ou conduit dans une maison de correction, pour y être élève et detenu pendant tel nombre d'années que le jugement déterminera, et qui toutefois ne pourra excéder l'époque où il aura accompli sa vingtième année.

67. S'il est décidé qu'il a agi avec discernement, les peines seront prononcées ainsi qu'il suit:

S'il a encouru la peine de mort, des travaux forcés à perpétuité, de la déportation, il sera condamné à la peine de dix à vingt ans d'emprisonnement dans une maison de correction.

S'il a encouru la peine des travaux forcés à temps, de la détention ou de la réclusion, il sera condamné à être renfermé dans une maison de correction, pour un temps égal au tiers au moins et à la moitié au plus de celui pour lequel il aurait pu être condamné à l'une de ces peines.

Dans tous les cas, il pourra être mis, par l'arrêt ou le jugement, sous la surveillance de la haute police pendant cinq ans au moins et dix ans au plus.

S'il a encouru la peine de la dégradation civique ou du bannissement, il sera condamné à être enfermé, d'un an à cinq ans, dans une maison de correction.

68. L'individu âgé de moins de seize ans, qui n'aura pas de complices présens au dessus de cet âge, et qui sera prévenu de crimes autres que ceux que la loi punit de la peine de mort, de celle des travaux forcés à perpétuité, de la peine de la déportation ou de celle de la détention, sera jugé par les tribunaux correctionels, qui se conformeront aux deux articles ci-dessus.

69. Dans tous les cas ou le mineur de seize ans n'aura commis qu'un simple délit, la peine qui sera prononcée contre lui ne pourra s'elever au dessus de la moitié de celle à laquelle il aurait pu être condamné s'il avait eu seize ans.

(Translation.)

66th, 67th, 68th, and 69th Articles of the French Penal Code.

66. When the accused is under 16 years of age, if it be decided that he has acted *sans discernement*, he shall be acquitted; but he shall be either given up to his parents, or taken to a house of correction, according to circumstances, to be there brought up and detained for such a number of years as may be determined on, but which may not exceed the period when he shall have attained his 20th year.

67. If it be decided that he has acted *avec discernement*, he shall be sentenced as follows:

If he has incurred the punishment of death, hard labour for life, or transportation, he shall be condemned to from 10 to 20 years' imprisonment in a house of correction.

If he has incurred the punishment of hard labour for a term of years, detention or *réclusion*, he shall be condemned to confinement, in a house of correction, for a period not less than one third, nor more than one-half that for which he might have been condemned to one or other of these punishments.

In all cases he may be placed under the surveillance of the "*haute police*," for a period not less than five years, nor more than 10.

If he has incurred the punishment of civic degradation or banishment, he shall be sentenced to confinement in a house of correction, for a period of from one to five years.

68. The individual, under 16 years of age, who has no accomplices above that age, and who is charged with crimes other than those punished by the law with death, hard labour for life, transportation or detention, shall be tried by the "*tribunaux correctionels*," in conformity with the above two articles.

69. In every case in which an individual under 16 years of age has committed a "*simple délit*," the punishment awarded may not exceed half that to which he might have been sentenced had he been above 16 years of age.

Appendix, No. 4.

PAPERS delivered in by Captain *Williams*, 1 March 1853.

No. 1.—RETURN of the Number of CRIMINAL OFFENDERS, Male and Female, under Seventeen Years of Age, who have been Convicted at Assizes, Sessions, and Summarily, in *England* and *Wales*, with their Sentences of Imprisonment, taken from the Years 1847 to 1851 inclusive; commencing and ending at Michaelmas in each Year.

ENGLAND AND WALES.

Locality.	Years.	Classes of Convictions.	TERMS OF IMPRISONMENT AFTER CONVICTION.																						SENTENCES OF TRANSPORTATION.												Total.		Grand Total.	
			Under 14 Days.		14 Days, and Under 1 Month.		1 Month, and Under 2 Months.		2 Months, and Under 3 Months.		3 Months, and Under 6 Months.		6 Mths., & Under 1 Year.		1 Year, & Under 2 Years.		2 Years, & Under 3 Years.		3 Years and Upwards.		Whipped, Fined, or Discharged on Sureties.		Total.		7 Years, and Under 10 Years.		10 Years, and Under 14 Years.		14 Years, and Under 15 Years.		15 Years, and Under 21 Years.		21 Years, and Upwards.		For Life.					
			M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
	1847	Tried at Assizes and Sessions	280	64	226	61	542	93	264	59	506	90	441	66	83	13	5	–	–	–	17	–	2,364	446	184	22	45	4	3	–	4	–	–	–	1	–	237	26	2,601	472
		Summarily convicted	1,924	340	2,386	374	1,937	266	510	76	424	42	14	3	–	–	–	–	–	–	5	1	7,200	1,102	–	–	–	–	–	–	–	–	–	–	–	–	–	–	7,200	1,102
		Total	2,204	404	2,612	435	2,479	359	774	135	930	132	455	69	83	13	5	–	–	–	22	1	9,564	1,548	184	22	45	4	3	–	4	–	–	–	1	–	237	26	9,801	1,574
		Grand Total	2,608		3,047		2,838		909		1,062		524		96		5		–		23		11,112		206		49		3		4		–		1		263		11,375	
	1848	Tried at Assizes and Sessions	195	57	200	34	343	68	221	46	444	83	344	52	110	14	5	–	1	–	21	–	1,884	354	213	26	45	8	1	–	1	–	–	–	2	–	262	34	2,146	388
		Summarily convicted	2,532	444	2,852	482	2,343	359	848	87	676	81	15	2	–	1	–	1	–	–	19	5	9,285	1,462	–	–	–	–	–	–	–	–	–	–	–	–	–	–	9,285	1,462
		Total	2,727	501	3,052	516	2,686	427	1,069	133	1,120	164	359	54	110	15	5	1	1	–	40	5	11,169	1,816	213	26	45	8	1	–	1	–	–	–	2	–	262	34	11,431	1,850
		Grand Total	3,228		3,568		3,113		1,202		1,284		413		125		6		1		45		12,985		239		53		1		1		–		2		296		13,281	
	1849	Trial at Assizes and Sessions	168	32	182	59	319	65	287	40	386	84	271	35	55	9	7	2	2	1	25	2	1,702	329	145	9	55	1	6	–	4	1	1	–	3	–	214	11	1,916	340
		Summarily convicted	2,500	526	2,777	529	2,078	271	769	85	630	52	25	2	2	–	–	–	–	–	4	–	8,785	1,465	–	–	–	–	–	–	–	–	–	–	–	–	–	–	8,785	1,465
		Total	2,668	558	2,959	588	2,397	336	1,056	125	1,016	136	296	37	57	9	7	2	2	1	29	2	10,487	1,794	145	9	55	1	6	–	4	1	1	–	3	–	214	11	10,701	1,805
		Grand Total	3,226		3,547		2,733		1,181		1,152		333		66		9		3		31		12,281		154		56		6		5		1		3		225		12,506	
	1850	Tried at Assizes and Sessions	138	35	181	48	242	51	158	45	345	72	330	63	87	18	3	–	–	–	16	1	1,500	333	120	7	40	2	–	1	4	1	1	1	2	–	167	12	1,669	345
		Summarily convicted	2,070	326	2,146	381	2,024	324	725	72	725	72	10	3	–	–	–	–	–	–	2	–	7,702	1,178	–	–	–	–	–	–	–	–	–	–	–	–	–	–	7,702	1,178
		Total	2,208	361	2,327	429	2,266	375	883	117	1,070	144	340	66	87	18	3	–	–	–	18	1	9,202	1,511	120	7	40	2	–	1	4	1	1	1	2	–	167	12	9,369	1,523
		Grand Total	2,569		2,756		2,641		1,000		1,214		406		105		3		–		19		10,713		127		42		1		5		2		2		179		10,892	
	1851	Tried at Assizes and Sessions	171	37	198	31	181	59	132	37	320	62	327	44	84	10	5	–	1	–	19	–	1,438	280	143	23	50	–	–	–	6	–	–	–	–	–	199	23	1,637	303
		Summarily convicted	2,374	549	2,671	481	2,195	390	713	89	613	63	16	2	1	–	–	–	–	–	7	1	8,590	1,575	–	–	–	–	–	–	–	–	–	–	–	–	–	–	8,590	1,575
		Total	2,545	586	2,869	512	2,376	449	845	126	933	125	343	46	85	10	5	–	1	–	26	1	10,028	1,855	143	23	50	–	–	–	6	–	–	–	–	–	199	23	10,227	1,878
		Grand Total	3,131		3,381		2,825		971		1,058		389		95		5		1		27		11,883		166		50		–		6		–		–		222		12,105	
Annual mean		Tried at Assizes and Sessions	190	45	198	47	325	67	212	45	401	78	343	52	84	13	5	–	1	–	19	1	1,778	348	161	18	47	3	2	–	4	–	–	–	2	–	216	21	1,994	369
		Summarily convicted	2,280	437	2,566	449	2,115	323	713	82	617	62	16	2	–	–	–	–	–	–	5	1	8,312	1,356	–	–	–	–	–	–	–	–	–	–	–	–	–	–	8,312	1,356
		Total	2,470	482	2,764	496	2,440	390	925	127	1,018	140	359	54	84	13	5	–	1	–	24	2	10,090	1,704	161	18	47	3	2	–	4	–	–	–	2	–	216	21	10,306	1,725
		Grand Total	2,952		3,260		2,830		1,052		1,158		413		97		5		1		26		11,794		179		50		2		4		–		2		237		12,031	

W. J. Williams, Inspector of Prisons.

Appendix, No. 4.

No. 2.—RETURN of Male and Female Juvenile Offenders under Seventeen Years of Age, tried at Assizes and Sessions, and the Number Summarily Convicted by Magistrates in *England* and *Wales*, distinguishing those under Twelve Years of Age, under Fourteen, and Seventeen, from the Year 1846 to 1851 inclusive, commencing and ending at Michaelmas as in each Year.

Years.	Classes of Convictions.	Under 12 Years of Age.		12 Years and Under 14.		14 Years and Under 17.	
		M.	F.	M.	F.	M.	F.
1846	Tried at Assizes and Sessions	262	33	551	96	1,907	409
	Summarily convicted	684	93	1,275	133	4,567	838
	Total	946	126	1,826	229	6,474	1,247
	Grand Total	1,072		2,055		7,721	
1847	Tried at Assizes and Sessions	292	38	645	112	2,251	446
	Summarily convicted	815	129	1,422	192	4,959	781
	Total	1,107	167	2,067	304	7,210	1,227
	Grand Total	1,274		2,371		8,437	
1848	Tried at Assizes and Sessions	120	28	323	74	2,142	369
	Summarily convicted	1,212	187	2,310	327	5,762	948
	Total	1,332	215	2,633	401	7,904	1,317
	Grand Total	1,547		3,034		9,221	
1849	Tried at Assizes and Sessions	114	25	308	49	1,841	367
	Summarily convicted	1,141	151	2,239	316	5,405	999
	Total	1,255	176	2,547	365	7,246	1,366
	Grand Total	1,431		2,912		8,612	
1850	Tried at Assizes and Sessions	122	27	300	53	1,610	338
	Summarily convicted	985	139	1,996	200	4,694	768
	Total	1,107	166	2,296	253	6,304	1,106
	Grand Total	1,273		2,549		7,410	
1851	Tried at Assizes and Sessions	113	15	317	52	1,543	329
	Summarily convicted	1,075	22	2,102	286	5,402	969
	Total	1,188	37	2,419	338	6,945	1,298
	Grand Total	1,225		2,757		7,243	

1 March 1853.

W. J. Williams,
Inspector of Prisons.

No. 3.—RETURN of the Number of MALE and FEMALE JUVENILE OFFENDERS under Seventeen Years of Age, convicted at Assizes, Sessions, and Summarily, in the several Counties of *England* and *Wales*, from Michaelmas 1849 to Michaelmas 1850.

COUNTIES.	Convicted at Assizes and Sessions.		Summarily Convicted.		TOTAL.
	Males.	Females.	Males.	Females.	
Anglesea	3	-	-	1	4
Bedford	11	1	26	2	40
Berks	22	4	75	6	107
Brecon	-	1	4	2	7
Bucks	14	2	55	2	73
Cambridge	11	4	82	9	106
Cardigan	1	-	2	-	3
Carmarthen	-	-	11	1	12
Carnarvon	-	-	2	-	2
Chester	52	12	182	24	271
Cornwall	13	4	37	15	69
Cumberland	8	1	30	11	50
Denbigh	3	1	9	-	13
Derby	8	3	73	13	97
Devon	35	9	145	19	208
Dorset	12	2	57	3	74
Durham	4	3	95	24	126
Essex	33	1	127	7	168
Flint	3	-	2	-	5
Glamorgan	12	7	14	4	37
Gloucester	60	3	132	19	214
Hants	41	5	173	10	229
Hereford	9	2	14	1	26
Herts	14	2	42	1	59
Huntingdon	6	2	17	-	25
Kent	29	7	234	57	327
Lancaster	287	91	1,298	261	1,937
Leicester	20	6	70	6	102
Lincoln	21	11	125	17	174
Merioneth	2	-	2	-	4
Middlesex	441	52	1,564	220	2,277
Monmouth	22	6	53	4	85
Montgomery	5	1	3	-	9
Norfolk	70	12	140	17	239
Northampton	17	-	33	2	52
Northumberland	18	4	265	46	333
Nottingham	35	4	108	7	154
Oxford	16	6	54	6	82
Pembroke	3	2	5	1	11
Radnor	1	-	2	-	3
Rutland	3	-	4	1	8
Shropshire	20	4	40	2	66
Somerset	115	18	403	81	617
Stafford	76	8	133	23	240
Suffolk	38	11	98	12	159
Surrey	59	12	653	86	810
Sussex	43	8	122	16	189
Warwick	105	24	186	27	342
Westmoreland	9	-	6	2	17
Wilts	16	8	57	1	82
Worcester	36	13	65	18	132
York	135	32	574	91	832
TOTAL	2,017	410	7,703	1,178	11,308

W. J. Williams, Inspector of Prisons.

Appendix, No. 4.

Appendix, No. 4

RETURN of the Number of MALE and FEMALE Prisoners, under 17 Years of Age, Committed for Trial, and Convicted Summarily within the several Assize Circuits of *England* and *Wales*, for the Year ending Michaelmas 1851.

CIRCUITS AND COUNTIES.		For Trial.		Summarily Convicted.		Grand Total.
		M.	F.	M.	F.	
Home Circuit.	Middlesex	460	59	1,719	299	
	Herts	23	2	72	4	
	Essex	37	3	164	8	
	Kent	54	8	260	48	
	Sussex	44	9	117	25	
	Surrey	64	9	631	93	
	TOTAL	682	90	2,963	477	4,212
Oxford Circuit.	Berks	18	3	63	5	
	Oxford	18	3	50	18	
	Worcester	32	12	66	5	
	Stafford	44	11	194	33	
	Salop	22	9	64	5	
	Hereford	15	3	17	6	
	Monmouth	9	10	35	9	
	Gloucester	63	2	163	18	
	TOTAL	221	53	652	99	1,025
Midland Circuit.	Northampton	11	- -	60	4	
	Rutland	2	1	5	3	
	Lincoln	22	6	138	45	
	Nottingham	18	2	92	7	
	Derby	13	1	84	19	
	Leicester	26	3	103	2	
	Warwick	75	18	281	64	
	TOTAL	167	31	763	144	1,105
Norfolk Circuit.	Bedford	9	2	34	1	
	Huntingdon	2	- -	14	8	
	Cambridge	13	3	59	7	
	Norfolk	54	5	208	6	
	Suffolk	48	11	104	8	
	Bucks	19	2	75	20	
	TOTAL	145	23	494	50	712

CIRCUITS AND COUNTIES.		For Trial.		Summarily Convicted.		Grand Total.
		M.	F.	M.	F.	
Northern Circuit.	Yorkshire	118	30	744	152	
	Durham	8	1	92	9	
	Northumberland	19	11	222	54	
	Cumberland	3	2	39	3	
	Westmoreland	9	- -	17	1	
	Lancashire	314	84	1,343	292	
	Total	471	128	2,457	511	3,567
Western Circuit.	Hants	56	10	228	24	
	Wilts	28	7	62	3	
	Dorset	15	1	58	24	
	Devon	38	12	114	18	
	Cornwall	16	7	32	8	
	Somerset	95	14	305	54	
	Total	248	51	799	131	1,229
South Wales Circuit.	Glamorgan	19	13	39	10	
	Caermarthen	3	1	10	1	
	Pembroke	7	- -	8	2	
	Cardigan	- -	- -	4	1	
	Brecon	2	- -	19	3	
	Radnor	- -	- -	2	—	
	Total	31	14	82	17	144
North Wales Circuit.	Montgomery	4	2	—	—	
	Merioneth	1	—	—	—	
	Carnarvon	3	- -	4	—	
	Anglesea	9	2	34	1	
	Denbigh	3	1	15	4	
	Flint	6	- -	9	1	
	Chester	92	16	215	42	
	Total	118	21	277	48	464

6 March 1853.

(signed) *W. J. Williams*,
Inspector of Prisons.

Appendix, No. 5.

Appendix, No. 5.

PAPER delivered in by Rev. *Thomas Carter*, 1 March 1853.

A Letter, addressed to the Town Council and Select Vestry of the Borough of *Liverpool*, upon Juvenile Crime, by *Edward Rushton*, Stipendiary Magistrate, together with a Petition on the same Subject, presented to both Houses of Parliament in 1846.

To the Town Council and Select Vestry of the Borough of Liverpool.

Gentlemen,

In the year 1846 the magistrates and the town council of this borough presented to both Houses of Parliament a petition, setting forth the evils which arise from the want of an institution other than a prison, to which juvenile offenders might be sent for reformation rather than punishment. This petition (a copy of which I send herewith) was favourably received. For some time I entertained hopes that Government would comply with its prayer, so far at least as to introduce a Bill permitting counties and boroughs to establish such institutions. The war of parties, or other causes, however, has, I presume, prevented this benevolent intention from being carried out; for though a committee to inquire into the subject has received ample evidence of the necessity of the measure, yet no step of a practical nature has been taken by the Government. I regret to say that the necessity for some measure of the sort is, if possible, more urgent than ever. Wanting the aid of Government, I have been led to consider what can be done without it, and this has induced me to write to you. You have already a parochial school, which is an honour to the town. I am aware that it contains now 1,150 inmates; and I know of no institution which has done more good, whether we estimate that good by the blessings it has conferred on the inmates, or the evil it has prevented to the community; and, in addition to those in the Industrial Schools, I am also aware that there are 320 children in schools within the walls of the workhouse. These circumstances, on the first view of the case, seem to make it unreasonable to request more at your hands. As the guardians of the ratepayers, the responsibilities of the select vestry are, I know, very great; and I also feel that it is an imperative duty to keep down the pressure of rates, which are paid in many cases out of funds required for the comforts, and sometimes for the necessaries of life. I therefore should not be justified in making a further call upon the council or the vestry if I could not show that, whilst we save children from ruin, we also protect our own pockets. In the petition which accompanies this letter, I have detailed, as far as it was then known, the history of 14 juvenile criminals.

These children were fairly selected in 1842 from the crowd of juvenile offenders then in the borough gaol of Liverpool, in order to ascertain the charge incurred by the treatment of juvenile offenders in prison, in contrast with children in reformatory institutions. Four years afterwards, when our petition was about to be presented, I traced the subsequent history of these delinquents, and I found that 10 out of the 14 children had been transported, that one had died, that one was again in custody, that one was at large, a prostitute, and that of another nothing was known. I also showed that the costs of prosecuting and maintaining these young criminals in prison amounted, up to 1842, to a charge upon your funds of 889*l.* 1*s.* To this sum must be added the amount of loss suffered by you from the depredations of the children when out of prison, which cannot be accurately estimated, but which, in my opinion, may be taken at a sum equal to the former cost, so that these 14 children probably cost Liverpool no less than 1,778*l.* 2*s.* When to this sum is added the costs of the apprehension, detention, and imprisonment of these children up to 1846, or to the period when the 10 were transported, you have then the cost which you have had to pay for crime in these cases. The costs of transportation are paid by Government, and this serious item, in addition to all the rest, ought not to be forgotten. Such, gentlemen, is the financial result of our present method of treating juvenile offenders. In order to show you that the same causes are still at work, and are still producing great misery and expenditure in this community, allow me to present to you an additional instance or two of juvenile delinquency, and the causes of that delinquency, for these are cases against the recurrence of which I want your aid. I might give you various instances, but perhaps the following will afford as good an illustration as if I cited a hundred. I wish you to recollect that these cases are of daily occurrence, and that they are increasing:—At the October sessions, 1849, a man, named —— ———, aged 40 years, was sent by me to trial. He was found guilty, and sentenced to three months imprisonment. This man has three sons, and it is to the history of these children, in connexion with the father, that I wish your particular attention. I begin with Patrick ———, *alias* Kelly, *alias* Nutter, *alias* O'Garr, *alias* Key, the eldest child, who is now 14 years old. He was first brought before me on the 9th of June 1845, charged with stealing ropes. He was then about nine years old. I did not wish to send so young a child to gaol, so, as I usually do, I delivered him to his parents with an admonition to them. On the 29th of September following he was again brought before me, and after a remand and a second admonition he was discharged. On the 25th of October, within a month, he was again brought before me, and was sentenced under the summary powers of the local Act to an imprisonment of one month. On the 15th of November, after being 13 days out of prison, he was again accused

and

and sentenced to two months' imprisonment. On the 16th of March 1846, he was in custody on a charge not proved, and discharged. On the 25th of April he was imprisoned for stealing a small quantity of iron, and sent to gaol for a fortnight. On the 4th of June he was again imprisoned for a month. On his next appearance I thought it best, notwithstanding his tender years, to send the boy to trial; and at the borough sessions, in September, he was tried and convicted for stealing a bag of currants from the dock quays, and sentenced to be imprisoned for four months, and to be twice whipped. In October 1847, he was charged with stealing, and the case not being proved he was discharged. He was again in custody on the 30th of October, and imprisoned: also in November 1847, in May 1848, in October 1848, in March 1849, in August 1849; and on the 7th of January 1850 he was again sent to gaol for three months, where he now remains. Thus, at the age of 14, he has been 24 times in custody; he has been five times discharged, twice imprisoned for 14 days, once for one month, once for two months, six times for three months, and tried and convicted, and sentenced to four months' imprisonment and to be twice whipped.

The second son of the same man was brought before me on the 2d of March 1849, and since that time, up to the 2d of February last, has been eight times charged with theft. He is now nine years old; and on Saturday last he was again brought before me for robbing a till, in company with three other lads about his own age, and he remains in custody. The third son, Thomas, was brought before me on the 8th of February 1849, accused of theft; again in June, again in September, again in January, again on the 4th of February, and again on the 15th of February, and he also remains in custody: he is now eight years old. Both these last-mentioned prisoners are small of their age: when standing in the dock the lower parts of their faces are not visible. These lads have been trained by a vicious father to the work of plunder; he has taught them how to steal with dexterity, and he uses them as a means of supplying himself with a luxurious existence. Time after time I have remanded these children, and after certain periods of delay, I have sent them by night to places where they might have a chance of escape from the father who is destroying them; but the father has always discovered them, and, in the absence of power to detain the children, his demands have been obeyed, and here is the sad result. I shall now have to send both these wretched children to gaol. I can no longer permit them to be employed by their father as the instruments of fraud; yet I know that the children are not moral agents; that they know no distinction between right and wrong; that all that is good in them has never been developed, or has been systematically destroyed:—and no effectual means exist without your aid of rescuing these children from worse than death. It would be well for us if there were hospitals for the minds of infants, as well as for their bodies. I do not expatiate on the pain it must cause a magistrate to have to proceed against children so much to be pitied as these, nor is it necessary to dilate upon the considerations suggested by a regard for religion and morality, which should urge us all to make efforts to diminish the number of the criminal population. I shall, therefore, content myself at present by pointing out to you how you may help to remedy this serious evil; and I am sure I can convince you that if you take the proper measures you will not only check the growth of crime, but you will protect the pockets of your constituents. All the funds of the corporation are appropriated to public purposes, and I hope the council will have no difficulty, if they see their way to a beneficial result, to expend some portion of the money now demanded from them for the prevention, detection, and the punishment of criminals, in the detention and the reformation of juvenile offenders. The parish will gain just as the corporation gains, for the funds of both are the property of the inhabitants of Liverpool. The parish have already an institution which may be made available for the purpose, and I hope the corporation will entertain the plan which I shall propose, and find the necessary funds. By the 3d and 4th Victoria, c. 90, the Lord Chancellor of England may assign the persons of all children convicted of felony to the custody of any persons who are willing to take charge of them until they are 21 years of age. Now, if the select vestry of Liverpool will appropriate a department of the schools at Kirkdale to the reception of children of this description, and if the corporation will join in the plan, we shall take the first step in the right direction in dealing with crime. If this plan were adopted, I should send the children whose history I have detailed to you for trial. When the jury found them guilty, and the conviction was recorded, by the consent of the learned Recorder, an application would be made to the Chancellor, and the children would be consigned to the care of the institution, and the vicious parents would be prevented from doing what the father of Patrick —— has done. I am convinced that the costs would not be more than those now incurred by the repeated convictions and imprisonment of juvenile offenders. If this plan, to the consideration of which I invite your serious attention, were adopted, the children detained would, in the first instance, be separated from the children in the Industrial Schools, and only transferred thither when the Chaplain should approve. If a premium were offered for good conduct, and a moral impulse given to the children, the work of reformation could soon begin; for it must not be forgotten that the children who are criminals are amongst the most intelligent. A stupid child has neither quickness nor dexterity sufficient to make a profitable thief. What I propose to you is, that the council and the select vestry should nominate a committee to confer with the magistrates on this subject, and that a report should be made to each of those bodies. I shall, of course, be happy to give all the information in my power, and I feel hopeful of the result if the Liverpool people will set about this work of mercy with a portion of that benevolent energy which they always show in the cause of humanity. If this plan should be adopted, and extended to other places, we should, in my opinion, in time, abate the anxiety respecting the disposal of our convicts, for we should, I

 hope,

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hope, decrease the number of adult criminals. I may add, the Reverend Thomas Carter, the excellent Chaplain of the Borough Gaol, has long desired to establish a place of reception for destitute children. In a letter to me, dated 29th of December, this gentleman desires me to co-operate with him in a plan for providing a hulk in the river where destitute boys may be taught nautical affairs. No doubt the plan would be a very valuable one for those merely distressed, but there is no power to detain such children, and however valuable to the destitute, it would not do as a refuge for those whom I propose to endeavour to reclaim. I am far from saying that this plan should not be adopted, if the means can be found; but I am anxious, in the first place, to provide for those whose reformation is contemplated by the Act which I have quoted. It is not to be wondered that the Reverend Mr. Carter should be anxious to adopt any means which may remove temptation to juvenile crime, for no man sees more of the dreadful consequences of it, or appreciates more clearly the propriety of adopting all plans by which it may be prevented. Every plan for improvement in the management of criminal children, the most forlorn and destitute of all the destitute classes, is an object worthy your attention as the directors of such a municipality as ours, without reference to the mere pecuniary cost of the undertaking; but when, as I believe you will, you find that the interests of those whom you represent, as well as higher and nobler motives, require the measure which I propose to you, I again repeat my confident hope that you will do all in your power to prevent the constantly repeated appearance in courts of justice of those criminals who, of all others, most excite compassion,—children having the vices and the crimes of men.

I am, &c.

Liverpool, February 1850. (signed) *Edward Rushton.*

Copy of Chaplain's Letter to Mr. *Rushton.*

Borough Gaol, Liverpool,
29 December 1849.

My dear Sir,

It is now some years since an article proceeding from your pen, which appeared in one of the periodicals, and which was reprinted in the form of a pamphlet for general distribution, called public attention to the fearful amount of juvenile delinquency in Liverpool, the hopelessness of any existing means to check it, and the necessity there existed for the establishment of a reformatory institution other than a prison.

Indisputable as were your facts, and cogent and convincing as were your arguments, no effort has yet been made, so far as I know, to produce a better state of things, whilst in the meantime the social cancer has increased in the proportion of about five to three.

Inadequate as a reformatory institution as this gaol is agreed, on all hands, to be, I have, nevertheless, ventured, from time to time, in my official reports to the magistrates, to suggest certain measures which I thought capable of effecting considerable good amongst the juvenile portion of the prisoners. I have not succeeded hitherto in commending those measures to their attention; neither is it my purpose to urge these further now (though my opinion of their practicability remains unaltered), but rather to submit to you, and, if you approve, through you to those whom you think it may concern, a scheme which, if the means for carrying it into effect can be devised, is, I think, calculated to accomplish an immense amount of good, and, if not to supersede, at all events to render less urgent the necessity for a distinct reformatory institution.

It is a trite, but not less true adage, that prevention is better than cure, and if any means can be contrived by which the immense numbers of helpless and destitute boys, who are found in idleness in our streets and on our quays, and ultimately in the gaol, can be protected and rescued when first on the verge of crime, trained in habits of usefulness and industry, and placed in a position of self-support and self-respect, a blessing may be conferred not only upon the unhappy objects of your solicitude themselves, but upon society generally.

Now it has occurred to me, that a determined and vigorous effort only is required to accomplish this; and under this conviction I would suggest, that an application should be made by the magistrates to the Lords of the Admiralty for the loan of a supernumerary frigate or sloop of war, to be moored at or near to the present quarantine station, to be placed under the management of competent officers and teachers, and to be appropriated as an institution for receiving and training boys for the Merchants' Marine Service.

The society instituted so long ago as 1756, and still carrying on its useful exertions at Woolwich, on board Her Majesty's Ship "Venus," might be taken as a general model; and, without going here too minutely into details (for which, indeed, I do not feel myself competent), I would suggest that the following should be the scale, in accordance with which boys should be admitted on board.

"A." No boys to be considered eligible unless born, or residing for the greater part of their lives within seven miles of the Exchange, or any under the stature of 4 feet 9 inches, nor under the age of 13, or above 16½ years; nor should any boys be received excepting under special circumstances, and on payment of an adequate bonus, whose friends appear to be in a capacity to fit them out for sea at their own charge.

"B." The following should be considered eligible:—

1st. "Boys who are destitute, without relations, without friends, and without a visible means of obtaining a livelihood.

2d.

2d. "Boys who have been apprenticed, of a truant disposition, under complaint of disinclination, unconquerable aversion, or total inability to follow their trades, on their indentures being legally cancelled.

3d. "Boys of a hardy daring disposition, devoid of instruction or employment (being the sons of poor widows, or other labouring persons in distress, who are burthened with large families), applying with their parent's consent.

4th. "Boys from the Industrial School, or other boys who may become chargeable to the parish, at an age beyond the limit of admission to that institution, and on payment by the parish of a sum to be agreed upon.

5th. "Boys recommended from the Ragged School in Soho-street, or other similar charities which may hereafter be instituted."

These heads, it will be seen, embrace those classes of boys which generally supply inmates of the gaol and workhouse, and to rescue them from either of these must be an act of benevolence, and (as you have yourself clearly shown) of economy also.

I distinctly say, I would not recommend that any discharged prisoner should be received under any circumstances; such a practice would only defeat the object. No, I would leave their reformation to be sought by other methods; still I would not deny admission to boys who might become amenable to the law, if not committed, but sent on board at the recommendation of yourself, or presiding magistrate.

This would place in your hands the means of rescuing from destruction many children whom now you have no alternative but to consign to the contamination of the gaol.

As regards the expense, from what little information I have been able to collect, I am inclined to think that the cost of maintaining, training, and fitting out a boy, would not exceed if it even equalled the sum you have named, as that of a boy's reformation at Parkhurst; and if I am asked how I am to raise the necessary funds, I must acknowledge at once that I am not prepared with a definite answer; I may state though, that I have already submitted the plan to the committee of the Industrial Schools, under the idea that it might be thought a desirable adjunct to that institution, and that if adopted, the whole expense would have been defrayed by the parish.

After much deliberation, however, they have declined to recommend it to the notice of the vestry; still I think it is not unlikely, indeed I say so advisedly, that the parish may hereafter be disposed to make some terms by which pauper boys may be admitted on mutually advantageous terms.

Again, the council perhaps would not be justified in undertaking the sole charge and responsibility, but if it can be made to appear, as I have no doubt it can, that a very material relief would be afforded to the borough fund, in respect of the prosecution and maintenance of many who in the absence of such a provision would, as they do now, become prisoners, it would perhaps not be thought an improper application of its means if it contributed liberally in aid.

If again we must rely upon private benevolence alone, popular as I have already found such an object is likely to become, I fear we must expect disappointment in the midst of so many pressing calls from existing charities. But may not the three combined supply the necessary means?

To your superior judgment and experience on this, as on other details, I would desire respectfully to defer.

May I then, in conclusion, ask you to take these suggestions into your consideration, and if you approve of the object, and think the means feasible, may I beg of you to give your influence to carry them into effect?

I have conversed with many influential and practical men on the subject, and they have been unanimous in opinion, as to the beneficial results likely to follow the establishment of such an institution. I believe it to be required, I believe it, too, to be practicable. On our duty I shall be silent, since you have enforced that yourself in stronger terms, and in a clearer and more convincing manner than I can even attempt.

I remain, &c.
(signed) *Thomas Carter*,
Chaplain.

Edward Rushton, Esq.
Liverpool.

To the Honourable the Commons of the United Kingdom of *Great Britain* and *Ireland*, in Parliament assembled.

The humble Petition of the undersigned Magistrates of the Borough of Liverpool,

Showeth,

That your petitioners administer the laws in the borough of Liverpool over a population which, according to the last census, consisted of more than 296,000 persons.

That the number of committals made by your petitioners during the last seven years, for offences within their jurisdiction, is 51,434.

That of this number, 31,822 were males, and 19,612 females.

That 5,583 of them were under the age of 17 years, and the remainder were above the age of 17 years.

 That

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That of this number, 25,988 persons were once committed, 8,056 were twice committed, 4,173 were three times committed, 2,847 were four times committed, and that 10,374 were committed five times and upwards.

That your petitioners know that many of these last prisoners were committed much more frequently than five times, though your petitioners have not the means of stating with accuracy the precise number of times in which each prisoner has been committed beyond five times, except in cases hereinafter mentioned.

That for some time the attention of your petitioners has been forcibly drawn to the state of the younger portion of the criminal population, and recently your petitioners have been requested to join in petitions to your Honourable House, praying for the establishment of houses of occupation for persons discharged from criminal prisons.

That your petitioners, though deeply impressed by painful experience with the necessity for a thorough examination of the whole subject, and rejoicing to see the growing interest taken in the welfare of this wretched portion of our people, are nevertheless of opinion that the state of the criminal population of the kingdom, as well as the predisposing causes of crime, ought to be matter of careful inquiry by your Honourable House, before any legislative measure be adopted.

That your petitioners believe, that whatever differences of opinion exist as to the practicability of reforming any considerable proportion of adult offenders, there is little doubt that a very considerable number of juvenile offenders may be reformed.

That your petitioners have been informed of the results of attempts to establish reformatory institutions in Germany and in France; that in both those countries institutions have been established for the reception and reformation of juvenile offenders, and that these institutions have produced, and are still producing, most beneficial effects.

That the institution at Horn, near the city of Hamburgh, and the Colonie Agricole de Mettray, in France, are those to which your petitioners refer.

That every report which has been hitherto published by the directors of these institutions has offered the strongest evidence of the success of the plans therein adopted for the reform of juvenile offenders.

That an asylum of the same character, though of but small extent, has for some time been established, with beneficial results, in the county of Warwick.

That, in order to enable your Honourable House to form a judgment of the cost of the present system, your petitioners beg to record the actual cost attending 14 cases of juvenile delinquents, who have from time to time been committed to the prison of this borough. The cases referred to were fairly selected, in the year 1842, from the mass of juvenile prisoners in the prison, by one of their body, who was at that time endeavouring to ascertain the charge incurred by the treatment of juvenile offenders in prison, in contrast with those in reformatory institutions.

That the costs of prosecution, in the estimate, relating to these 14 cases, are much less than the usual costs, because the corporation of Liverpool are the public prosecutors, and all expenses are most economically conducted.

That your petitioners trust your Honourable House will find, in the importance of the subject, an apology for the length of this petition, and for the details, in the possession of which your petitioners deem it right to put the Members of your Honourable House.

That, for the greater convenience, your petitioners refer to the cases by a numeral 1 to 14, prefixed to each.

That No. 1—Eighteen years old; can neither read nor write. First committed 8th January 1835; last committed 22d February 1841. Committed 16 times; discharged 6. Last sentence, 12 months' imprisonment.

No. 2. Now 16 years old; can read imperfectly; cannot write. First committed 15th August 1838; last committal 31st January 1842. Committed 12 times; discharged once. Last sentence, 10 years' transportation.

No. 3. Twelve years old; can neither read nor write. First committed 3d June 1837; last committal 13th January 1842. Committed 10 times; discharged 10. Last sentence, three months' imprisonment.

No. 4. Twelve years old; can neither read nor write. First committed 26th September 1838; last committal 31st January 1842. Committed nine times; discharged seven. Last sentence, 10 years' transportation.

No. 5. Twelve years old; can neither read nor write. First committed 8th August 1839; last committal 16th September 1841. Committed eight times; discharged five. Last sentence, three months' imprisonment.

No. 6. Ten years old; can neither read nor write. First committed 21st December 1837; last committal 5th January 1842. Committed 11 times; discharged three. Last sentence, seven years' transportation.

No. 7. Fourteen years old; can neither read nor write. First committal 9th January 1838; last committal 8th March 1842. Committed 19 times; discharged four. Last sentence, three months' imprisonment.

No. 8. Thirteen years old; can neither read nor write. First committal 10th February 1838; last committal 22d February 1842. Committed 16 times; discharged five. Last sentence, three months' imprisonment.

No. 9. Fourteen years old; can neither read nor write. First committed 17th June 1839; last committal 20th October 1841. Committed seven times; discharged eight. Last sentence, three months' imprisonment.

No. 10. Nine years old; can neither read nor write. First committed 30th September 1839; last committal 25th October 1841. Committed four times; discharged twelve. Last sentence, 25th October 1841, seven years' transportation.

No. 11. Twelve years old; can neither read nor write. First committed 16th October 1838; last committal 18th August 1841. Committed seven times; discharged four. Last sentence, 14 days' imprisonment.

No. 12. Twelve years old; can neither read nor write. First committal 2d January 1840; last committal 17th December 1841. Committed five times; discharged six. Last sentence, three months' imprisonment.

No. 13. Thirteen years old; can neither read nor write. First committal 19th September 1838; last committed 30th March 1841. Committed three times; discharged five. Last sentence, three months' imprisonment.

No. 14. Thirteen years old; can neither read nor write. First committal 30th August 1839; last committal 2d February 1842. Committed six times; discharged six. Last sentence, three months' imprisonment.

That the costs of apprehension, maintenance, prosecution, and punishment of No. 1 was 129 *l.* 5 *s.* 6 ½ *d.*; of No. 2, 71 *l.* 2 *s.* 10 ½ *d.*; of No. 3, 74 *l.* 1 *s.* 10 ½ *d.*; of No. 4, 71 *l.* 13 *s.* 1 *d.*; of No. 5, 47 *l.* 9 *s.* 3 *d.*; of No. 6, 64 *l.* 6 *s.* 6 ½ *d.*; of No. 7, 99 *l.* 2 *s.* 5 ½ *d.*; of No. 8, 72 *l.* 1 *s.* 4 ½ *d.*; of No. 9, 52 *l.* 9 *s.* 7 ¼ *d.*; of No. 10, 64 *l.* 18 *s.* 9 ¼ *d.*; of No. 11, 28 *l.* 10 *s.* 4 ½ *d.*; of No. 12, 39 *l.* 8 *s.* 10 ½ *d.*; of No. 13, 26 *l.* 10 *s.* 10 *d.*; of No. 14, 47 *l.* 7 *s.* 7 ½ *d.*: and thus these offenders cost the public 889 *l.* 1 *s.*

That for the more full development of the moral and financial results of the present system of punishing juvenile offenders, your petitioners have traced, as far as it can be ascertained, the subsequent career of the above-mentioned 14 prisoners.

That at the time of the return, four of them, namely, Nos. 2, 4, 6, and 10, were under sentence of transportation; that No. 1, died in prison; that No. 3, after being again once imprisoned, was transported; that No. 5, after two several additional periods of imprisonment, was also transported; that No. 7, after six several additional periods of imprisonment, was also transported; that No. 8, after six several periods of imprisonment, was also transported; that No. 9, after one imprisonment, was also transported; that No. 11, after sixteen several additional periods of imprisonment, is again in custody for trial; and that No. 12 has been imprisoned seven times since the return, but is now out of gaol a prostitute; that No. 13 has not been heard of in Liverpool since the date of the last return; and that No. 14 has been transported after an additional period of imprisonment.

That it thus appears 10 out of the 14 children have been transported; that one is dead; that one is now in custody; that one is still among the criminal population, and of one only is there any hope of reformation, and of the last mentioned nothing is known.

That the costs of the various apprehensions, detentions, and imprisonments of these offenders will have to be added to the costs already given, and, in addition, the cost of the final transportation of the 10 prisoners must also be added.

That none of these 14 offenders could write, and only one of them could read, and that imperfectly.

That your petitioners do not desire to enter into a statement of their opinions as to the causes of crime, further than to observe that to want and ignorance much of it may undoubtedly be attributed; your petitioners upon this ground, therefore, as well as upon other considerations, respectfully suggest that it is the duty of the Legislature to provide, by a well-considered system of national education, for the redemption of a vast portion of the children of this country, particularly those in large towns, from ignorance, and its almost inseparable companion, vice.

That though your petitioners are aware that many obstacles present themselves to those who desire reformatory institutions instead of prisons, yet it is consolatory to know that with imperfect means great results have been obtained.

That at the reformatory institutions in Warwick, already much good has been effected. From the year 1833 to 1841, 77 boys, between the ages of 14 and 16 years, were admitted into the Warwick Asylum; the cost of their clothing and maintenance was 1,026 *l.*

That of these 77 boys, 41 have been reformed.

That the cost, divided by the number of the reformed, only gives about 25 *l.* as the cost of each reformation, whilst the costs of punishing offenders of the same class in the borough of Liverpool, by the foregoing statement, cannot be much, if any, less than 100 guineas.

That the object of the benevolent persons who have conducted the Warwick Asylum, are:—To restore to the inmates of the institution the power of self-control. This they have endeavoured to do, by placing them under a certain degree of restraint; by setting before them the superior advantages and comforts which a well-ordered family has over an irregular life; by cultivating and strengthening religious impressions, and by keeping up a preponderating moral influence in the institution in favour of virtue and religion; by relaxing the reign of discipline as occasion may require, and allowing the inmates to exercise the power of self-control as they may appear to have acquired it.

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That your petitioners have placed, as concisely as possible, these points of this important question before your Honourable House, in order to induce your Honourable House to order an investigation into the subject, so that the best evidence may be laid before Parliament, as to the successful or unsuccessful working of institutions to which your petitioners have referred, and also as to the possibility of affording houses of refuge and occupation for discharged criminals.

That your petitioners, feeling the vast importance of the question, humbly pray that your Honourable House will appoint a Committee to inquire and to report on the state of the criminal population of these kingdoms, more particularly into the state of the juvenile part of that population, with a view to ascertain, after due and deliberate inquiry, the best means which can be devised for the reformation of both juvenile and adult criminals, and for their restoration to the ranks of the respectable portion of the people.

And your petitioners will ever pray, &c.

Appendix, No. 6.

PAPER delivered in by *E. C. Tufnell*, Esq., 15 March 1853.

NORTH SURREY SCHOOL DISTRICT.

STATEMENT of Account showing the Receipts, Expenditure, and Balances, for the Half-Year ended 25th September 1852.

PARISH AND UNIONS.	Balance in favour of the Parish and each Union at the commencement of this Half-Year.	Contributions Paid during this Half-Year.	Balance against the Parish and each Union at the end of this Half-Year.	TOTAL.	Balance against the Parish and each Union at the commencement of this Half-Year.	Maintenance and Clothing.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.
Chelsea Parish	177 16 10	1,312 – –	– – –	1,489 16 10	– – –	541 3 6
Croydon Union	144 2 4	861 – –	– – –	1,005 2 4	– – –	277 2 11
Kingston Union	127 15 4	697 – –	– – –	824 15 4	– – –	192 2 3
Lewisham Union	58 9 6	607 – –	– – –	665 9 6	– – –	258 8 11
Richmond Union	– – –	456 – –	– – –	456 – –	15 12 5	198 – 11
Wandsworth and Clapham Union	180 9 1	1,195 – –	– – –	1,375 9 1	– – –	417 12 4
£.	688 13 1	5,128 – –	– – –	5,816 13 1	15 12 5	1,884 10 10

Common Charges.		Total Expenditure.	Balance in favour of the Parish and each Union at the end of this Half-Year.	Total, including Balances.	Number of Days' Maintenance during the Half-Year.	Cost per Head per Week.			
School Loans and Interest Repaid.	Salaries of Officers and other Common Charges, apportioned according to the existing Averages.					For Maintenance and Clothing.	For Common Charges.	For Loans and Interest Repaid.	Total for the Half-Year.
£. s. d.	£. s. d.	£. s. d.	£. s. d.	£. s. d.		s. d.	s. d.	s. d.	s. d.
236 8 11	279 13 4	1,057 5 9	432 11 1	1,489 16 10	24,164	3 1⅝	1 7¼	1 4½	6 1⅜
180 9 9	213 10 2	671 2 10	333 19 6	1,005 2 4	12,375	3 1⅝	2 4⅞	2 –½	7 7
146 9 4	173 4 10	511 16 5	312 18 11	824 15 4	8,578	3 1⅝	2 9¾	2 4½	8 4
93 7 10	110 9 3	462 6 –	203 3 6	665 9 6	11,540	3 1⅝	1 4	1 1½	5 7⅛
62 2 2	73 9 1	333 12 2	106 15 5	456 – –	8,843	3 1⅝	1 2	– 11¾	5 3⅜
244 15 9	289 10 8	951 18 9	423 10 4	1,375 9 1	18,647	3 1⅝	2 2	1 10	7 1⅝
963 13 9	1,139 17 4	3,988 1 11	1,812 18 9	5,816 13 1	84,147	3 1⅝	1 10¾	1 7¼	6 7⅛

NUMBER of CHILDREN in the SCHOOL on the following Days.

	Chelsea Parish.	Croydon Union.	Kingston Union.	Lewisham Union.	Richmond Union.	Wandsworth and Clapham Union.	* Newington Parish.	TOTAL.
1 April - 1852 - -	132	67	54	69	50	102	194	668
1 May - „ - -	131	69	50	65	49	107	184	655
1 June - „ - -	127	60	45	60	46	100	168	606
1 July - „ - -	123	63	41	59	45	99	156	586
1 August - „ - -	128	68	42	58	48	96	141	581
1 September „ - -	131	69	41	54	46	94	151	586

* The children chargeable to this parish are maintained in the district school, under an agreement, terminable on notice.

STATEMENT of ACCOUNT showing the TOTAL EXPENDITURE of the DISTRICT, from 5th April 1849 to 25th September 1852.

Parish and Unions.	Maintenance and Clothing.	Salaries of Officers and other Common Charges, according to existing Averages.	School Loans and Interest Repaid.	TOTAL.	Number of Days' Maintenance since the Commencement.	Cost per Head per Week. For Maintenance and Clothing.	For Common Charges.	For Loans and Interest Repaid.	Total since the Commencement.
	£. s. d.	£. s. d.	£. s. d.	£. s. d.		s. d.	s. d.	s. d.	s. d.
*Chelsea Parish -	1,933 2 1	1,118 13 5	1,030 8 11	4,082 4 5	84,164	3 2½	1 10¼	1 8½	6 9¼
Croydon Union -	996 7 7	854 – 9	786 11 8	2,637 – –	43,298	3 2½	2 9	2 6½	8 6
Kingston Union -	764 16 9	692 19 3	638 5 7	2,096 1 7	33,316	3 2½	2 11	2 8	8 9½
Lewisham Union -	934 13 3	441 17 1	406 19 2	1,783 9 6	40,703	3 2½	1 6	1 4¼	6 1¼
Richmond Union -	704 13 5	293 16 4	270 12 10	1,269 2 7	30,629	3 2½	1 4	1 3	5 9½
Wandsworth and Clapham Union -	1,407 16 6	1,158 2 7	1,066 15 7	3,632 14 8	61,368	3 2½	2 7¾	2 5	8 3¼
£.	6,741 9 7	4,559 9 5	4,199 13 9	15,500 12 9	293,478	3 2½	2 2	2 –	7 4½

* The parish of Chelsea was not added to the district until the 7th March 1850.

The Common Charges and the Loans and Interest are charged to the Parish and each Union according to the following Proportions, which show the Average Expenditure for the Poor of the Parish, and each Union, for the Three Years ending 25th March 1849; viz.—

Chelsea Parish - - - - - -	15,793	Lewisham Union - - - - -	6,238
Croydon Union - - - - - -	12,057	Richmond Union - - - - -	4,148
Kingston Union - - - - - -	9,783	Wandsworth and Clapham Union - -	16,350

Hence arises the difference in the total cost per head in the parish and several unions.

Appendix, No. 7.

PAPER delivered in by *R. M. Milnes*, Esq., 15 March 1853.

Appendix, No 7.

A BILL for the Correction and Reformation of Juvenile Offenders, and the Prevention of Juvenile Offences.

[Note.—The words printed in *Italics* are proposed to be inserted in the Committee.]

Preamble.

Whereas it is just and expedient to distinguish between offences against the laws committed by children and young persons, and the like offences committed by adults, by applying to juvenile offenders punishment suitable to their age and circumstances, and likely to prevent the adoption by them of lawless and criminal habits of life: and whereas the discipline of common gaols and houses of correction, and the present treatment of juvenile offenders, are not well adapted, either to diminish the number of offences, or to reform the characters of juvenile offenders: and whereas children are frequently led into or confirmed in criminal habits, and induced to commit offences against the laws, by their parents, or are directly instigated to the commission of crimes by adult persons: and whereas the numerous and repeated recommittals of juvenile offenders form a large and increasing burden on the local resources of the country: Be it therefore enacted by the Queen's most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, that if any child under *fourteen* years of age be charged before *two* or more justices of the peace, or *one* police magistrate, with any offence under the Vagrant Laws, or with any offence which now is or hereafter shall be by law deemed or declared to be simple larceny, or punishable as simple larceny, or with any offence now punishable on summary conviction, it shall be lawful for the said justices or police magistrate, upon the due conviction of such child, if a male, to order him to be *once* privately whipped, under the superintendence of such constable, police officer, or other person as the said justice or justices or police magistrate shall appoint, in the most convenient police station, lock-up, or prison, and to be forthwith discharged, and if such child be a female, to reprimand her and order her to be discharged.

Male child to be whipped for first offence; female child to be reprimanded.

Parents of a child committing a crime, liable to be fined.

2. And be it enacted, that any parent of any child under *fourteen* years of age who shall by his or her neglect, ill treatment, evil example, or direct instigation, have led such child into the commission of any offence whatsoever against the law, shall be guilty of a misdemeanor; and it shall be lawful for any two justices of the peace or any police magistrate before whom a parent shall be charged and duly convicted of such misdemeanor, to sentence him or her to the payment of a fine of not less than *five shillings*, and not exceeding *five pounds*, and to require, if it shall appear expedient, such parent to give security in the amount of not less than *two pounds* and not more than *ten pounds* for the better behaviour of such child for the next *twelve* months, the said amount to be forfeited and paid if the child be convicted of any offence against the laws within the said period of *twelve* months.

Adult persons instigating children to crime, liable to be fined.

3. And be it enacted, that any adult person who shall by direct instigation have caused or induced any child under *sixteen* years of age to commit any offence against the laws, shall be guilty of a misdemeanor; and it shall be lawful for any two justices of the peace or any police magistrate before whom an adult person shall be charged and duly convicted of such misdemeanor, to sentence such adult person to the payment of a fine of not less than *five shillings*, and not exceeding *five pounds:* provided always, that nothing herein contained shall exempt any person from any punishment to which he or she might be liable for aiding and abetting in the commission of any crime.

Power of distress for fine.

4. And be it enacted, that it shall be lawful for the justices of the peace or police magistrate making any conviction under this Act to issue their or his warrant of distress for the purpose of levying the penalty and costs specified in such conviction; and in case it shall be proved to the satisfaction of such justices or police magistrate that no goods or chattels can be found whereon to levy such penalty and costs, it shall be lawful for such justices or police magistrate to commit the defendant to the House of Correction or common gaol, there to be imprisoned, with or without hard labour, for any term not exceeding *one calendar month.*

Justices authorised to establish a county industrial school.

5. And be it enacted, that any justice of the peace of any county in England or Wales may, at any quarter or general sessions of the peace for the said county, give notice of his intention to propose at the next quarter or general sessions of the peace for the said county, a resolution, to the effect that there be established for the said county an industrial school for the correction and reformation of juvenile offenders; and if such resolution shall be carried by the majority of the justices present at the discussion of such resolution at the said

said next quarter or general sessions of the peace, then the said justices shall forthwith nominate and appoint a committee of justices to procure a proper site for the said industrial school, and to superintend the erection and completion of the necessary buildings, at such costs as may from time to time be determined upon by the majority of the justices present at any quarter or general sessions of the peace for the said county.

Two or more counties enabled to unite in one industrial school.

6. And whereas it may be convenient for two or more counties to unite together for the erection and maintenance of one industrial school of reform; be it enacted, that it shall be lawful for any justice of the peace for any county in England or Wales to give notice of his intention to propose at the next quarter or general sessions of the peace for the said county, a resolution, to the effect that a committee of justices be appointed to treat with one or more committee or committees of justices similarly appointed for any other county or counties for the erection and maintenance of an industrial school at the joint expense of the counties represented by such committees; and if such resolution be carried by the majority of the justices present at the discussion of such resolution, a committee shall accordingly be forthwith appointed for such purpose.

Powers of committee of justices.

7. And be it enacted, that the committees of justices appointed in manner aforesaid for two or more counties shall have power to agree together for a site for an industrial school, and for the erection, completion, and maintenance of the same, and for the proportion of the costs to be borne by each one of the said counties, and for the formation of a joint committee from the justices of the several counties so uniting, to superintend the erection, completion, and management of the said school: provided always, that the terms of arrangement between the several counties so uniting shall not be valid until the same shall have been affirmed by a majority of the justices in quarter or general sessions assembled in each one of the said counties.

Appointment of visiting committee of justices.

8. And be it enacted, that so soon as an industrial school for any one county shall be complete and ready for the reception of juvenile offenders, the justices of the said county shall nominate and appoint a committee of justices to visit and manage the same; and so soon as any industrial school of reform for any two or more counties shall be complete and ready for the reception of juvenile offenders, the justices of each one of such counties in quarter or general sessions assembled shall, for the purpose of forming a joint committee to visit and manage the said school of reform, appoint such number of justices as shall have been determined upon by the said terms of arrangement; and the justices so appointed for the several counties shall together constitute the committee of visiting justices of such industrial school.

Powers of visiting committee.

9. And be it enacted, that the committee of visiting justices of an industrial school shall have the same authority in respect thereof as the visiting justices of any prison in the county or counties for which such industrial school is erected, and shall also have power to make rules and regulations for the infliction of separate confinement, corporal punishment, and hard labour, for offences committed by the inmates of such school whilst there detained: provided always, that before any juvenile offender shall be received into an industrial school of reform, the committee of visiting justices thereof shall draw up the rules and regulations upon which they propose that it shall be managed, and submit the same to Her Majesty's Secretary of State for the Home Department, for his approval, and shall also from time to time submit for his approval any amendments that may be required therein; and such rules, regulations, and amendments shall from time to time, as soon as he shall have approved thereof, be the rules and regulations of such industrial school.

Sites to be obtained

10. And be it enacted, that all powers in Acts now in force respecting the obtaining of sites for and the building of prisons, shall apply to the obtaining of sites for and to the erection of buildings for industrial schools under this Act, in so far as they may be in any way applicable thereto.

Provision to be made in the school and justices authorised to purchase land.
8 & 9 Vict. c. 126, s. 19.

11. And be it enacted, that provision shall be made in industrial schools for the separate confinement of children for the purposes of correction, for their hard and continuous labour, for their instruction in useful arts, trades, and occupations suitable to the working classes in this country and in the colonies, and for their religious and moral discipline; and for the more effectual accomplishment of the objects of the said institution the visiting justices are hereby authorised to purchase or rent sufficient land, not exceeding acres, for the purpose of training and practising such children in agricultural labour.

Costs how to be borne.

12. And be it enacted, that the costs, charges, and expenses, or in the case of counties uniting, the proportion of the costs, charges, and expenses, of the erection and maintenance of an industrial school, and of the maintenance, correction, and reformation of the juvenile offenders therein, shall be paid out of the county rate, except as is hereinafter provided with respect to payments by parishes and parents.

Punishment upon second conviction.

13. And be it enacted, that if any child under *sixteen* years of age shall be charged before one or more justices of the peace or police magistrate with any offence under the Vagrant Laws, or with any offence which now is or hereafter shall be by law deemed or declared to be simple larceny, or punishable as simple larceny, or with any offence now punishable

Appendix, No. 7.

punishable on summary conviction, having been previously convicted of any such offence, either under this or any other Act, it shall be lawful for the justice or justices or police magistrate before whom such charge is made, upon the due conviction of such child for such second offence, to sentence him or her to separate confinement for any term not exceeding *ten* weeks in any one of Her Majesty's gaols where provisions are in force for the complete separate confinement of prisoners, or to confinement for the like term, separate from all adult prisoners, in any one of Her Majesty's gaols where the system of complete separate confinement is not in force, with or without, in the case of a male child, such punishment by whipping as is hereinbefore directed upon the first conviction under this Act of a male child.

Detention in industrial school.

14. And be it enacted, that it shall be lawful for such justice or justices or police magistrate, upon the second conviction of any child under *sixteen* years of age for any such offence, either in addition to or in substitution for such punishment as is hereinbefore provided, to sentence him or her to be detained, for purposes of correction and reformation, in an industrial school, for any term of not less than *one year* or more than *three years*.

Parishes to pay the costs of children in an industrial school.

15. And be it enacted, that whensoever any child shall be sentenced to be detained in an industrial school, the parish which would be liable to maintain such child if he were destitute, or had become chargeable under the Acts for the Relief of the Poor, shall be liable to contribute a sum of not more than *five shillings* a week towards the maintenance of such child during the period of his detention; and it shall be lawful for the justice or justices or police magistrate by whose sentence such child shall be sent to an industrial school, or for any two visiting justices of the industrial school to which he shall be sent, to make an order upon the treasurer of the guardians of the union in which the parish shall be situate, or upon the overseer or overseers of the said parish, for the payment of such weekly sum, not exceeding *five shillings*, as he or they shall think fit, to be paid to the treasurer of the industrial school, or to such other officer thereof as shall be specified in the said order.

Power to make parents reimburse a parish for cost of maintaining a child.

16. And be it enacted, that the parents of any child sentenced under this Act to be detained in an industrial school, or either of them, shall be liable to pay to any parish or union any sum which such parish or union shall be called upon to pay in respect of such child, under the provisions hereinbefore contained; and it shall be lawful for the overseers or guardians of such parish, or the relieving officer of the union in which such parish is situate, to apply to the justices of the peace holding any special or petty session in and for the division or borough within which such union or parish, or any part thereof, shall be situated, for an order upon the parents, or either of them, of such child, to pay to him or them such weekly sum as such parish or union shall be called upon to pay for such child under the provisions hereinbefore contained, or any part thereof; and thereupon the justice or justices to whom such application shall be made, shall, after hearing both parties, make such order upon such parent or parents as shall appear to be just and reasonable under all the circumstances of the case: provided always, that such order shall in no case exceed the actual expense incurred or to be incurred by such parish or union in respect of such child during his detention in the industrial school of reform.

Power of distress.

17. And be it enacted, that if at any time after the expiration of *one calendar month* after an order shall have been made in pursuance of such application the payments directed by such order have not been made according thereto, and are in arrear, it shall be lawful for any justice of the peace, by warrant under his hand and seal, to cause the person directed to make such payment to be brought before the justices of the peace holding any special or petty session in and for the division or borough within which such union or parish, or any part thereof, shall be situated; and in case such person shall refuse or neglect to make payment of such sum of money as shall appear to the said justices to be due from him under such order, together with the costs of apprehension, it shall be lawful for them to proceed to recover such sum and costs by distress and sale of the goods and chattels of such person, and to direct the master or employer from whom any wages shall be due for the time being, or shall become due to such person, to pay, either in one sum or by such weekly or other instalments as the said justices shall in their discretion think fit, the amount of such arrears and payments as shall from time to time be due and unpaid; and if any such master or employer shall refuse or neglect to pay to the overseer or guardian or relieving officer producing any such order the money thereby directed to be paid according to the terms of such order, and at the periods thereby fixed for such payment, the same may be levied and recovered, and the payment thereof from time to time enforced against such master or employer, in such and the like manner as penalties and forfeitures are recoverable under this Act.

Attachment of wages.

Power of justices to discharge a child from an industrial school.

18. And be it enacted, that after the expiration of *twelve* months from the admission of any child into an industrial school, if the conduct of such child has been satisfactory to the visiting justices of the said school, and if it shall be made to appear to the said visiting justices that any parent or friend of such child is able and willing to afford him or her proper protection, employment, and due separation from any dangerous companions such child may formerly have associated with, it shall be lawful for the said visiting justices to discharge such child, and to deliver him or her up to such parent or friend.

19. And

Providing for children without parents or friends.

19. And be it enacted, that after the expiration of *two* years from the admission of any child into an industrial school of reform, if such child shall have no parent or friend to whom, under the provision lastly herein contained, the visiting justices can with safety to such child deliver him or her up, then it shall be lawful for the visiting justices of the said school to provide for such child in the manner that may seem to them most suitable for its welfare in life, either by keeping him or her in the said industrial school of reform, or by employing such child, if a male, as a soldier or a sailor in Her Majesty's service, or as a workman in public works, or by apprenticing him to any artificer or tradesman, either in this country or in any part of Her Majesty's dominions, until such child shall have attained the age of *eighteen* years, or, if such child be a female, employing her as a servant or apprentice in this country or in any part of Her Majesty's dominions, in such manner, in the case of a male or female child, as the visiting justices shall direct, and as shall be consistent with any general regulations laid down on the subject by Her Majesty's Secretary of State for the Home Department.

Schools to be open to inspection.

20. And be it enacted, that every county industrial school shall be open at all times to the visits of inspectors of prisons or schools, or other persons appointed by the Government for that purpose.

Return concerning parents to be made annually.

21. And be it enacted, that the relieving officer of any union, and the overseers of any parish, shall annually make a return to the visiting justices, of the condition of life of the parents from whom they receive or have endeavoured to obtain payment towards the maintenance of any child or children in an industrial school of reform.

Punishment of third offence.

22. And be it enacted, that if any child under *sixteen* years of age shall be charged before one or more justices of the peace or police magistrate, with any offence under the Vagrant Laws, or with any offence which now is or hereafter shall be by law deemed or declared to be simple larceny, or punishable as simple larceny, or with any offence now punishable on summary conviction, having been twice previously convicted of any such offence, it shall be lawful for the justice or justices, or police magistrate before whom such charge is made, upon the due conviction of such child for such third offence, to commit him or her to prison for any term not exceeding *seven* years, in order to bring him or her within the operation of the Act passed in the first and second years of the reign of Her present Majesty, intituled, "An Act for Establishing a Prison for Young Offenders," or to sentence such child to be detained in an industrial school of reform until such child shall attain the age of *twenty-one* years, or for any shorter period; and thereupon such child may be in any manner disposed of and employed by order of the visiting justices of such school of reform, with the approbation of the Secretary of State for the Home Department, in such manner as may be deemed desirable for the public benefit, until such child shall attain the age of *twenty-one* years.

Power to send prisoners to industrial school.

23. And be it enacted, that so soon as an industrial school for any county or counties shall be complete, it shall be lawful for the visiting justices of any prison within the county or counties for which such industrial school of reform has been constructed, to send any juvenile offender confined within such prison, whom they may think fit to be detained in such industrial school for the residue of the term of his or her sentence which shall then be unexpired.

Until an industrial school complete, power to send juvenile offenders to other prisons.

24. And be it enacted, that until an industrial school be established for any county, it shall be lawful for any justice or justices of the peace or police magistrate to commit and send any child, according to the provisions of this Act, to any establishment of the nature of an industrial school authorised by Her Majesty's Secretary of State for the Home Department to receive juvenile offenders, and to levy the cost and maintenance of such child according to the provisions of this Act, and in the same manner as if the child were committed to a county industrial school.

Interpretation clause.

25. And be it enacted, that in the interpretation of this Act the word "county" shall be held to extend and include a "riding" as well as a county, and the word "parent" shall include the mother of an illegitimate child, and the putative father of any illegitimate child against whom an order shall have been made for the maintenance of such child under the Acts for the Relief the Poor.

Act may be amended, &c.

26. And be it enacted, that this Act may be amended or repealed by any Act to be passed during this present Session of Parliament.

Appendix, No 8.

PAPERS delivered in by Rev. *Sydney Turner.*

METTRAY.

Appendix, No. 8.

REPORT on the System and Arrangements of "La Colonie Agricole," at *Mettray*; presented to the Committee of the Philanthropic Society, St. George's Fields, 19 August 1846.

To the Committee of the Philanthropic Society, St. George's Fields.

Gentlemen,

In pursuance of your request, we have the honour to present to you a Report of the system and arrangements of the Institution established for the Moral and Industrial Education of Juvenile Offenders, at the village of Mettray, near Tours.

You are aware that the institution (which bears the name of "La Colonie Agricole," was founded through the benevolent exertions of two French gentlemen of considerable distinction and eminence: Monsieur Demetz, Conseiller à la Cour Royale de Paris), and the Viscomte de Bretignères de Courteilles.

Monsieur Demetz was led, several years ago, to interest himself in the condition of that large class of young offenders whom the French law acquits of the offence they are charged with, on the ground of their having committed it without a sufficient knowledge of right and wrong, but whom it empowers its tribunals to sentence to long terms of "detention in a house of correction," for the purpose of their education and instruction in some honest means of livelihood. In 1839 he formed a society for their protection ("La Société Paternelle"), and having visited and examined at various times, in previous years, the chief penitentiaries and asylums of reform in America, England, Holland, and Germany, he united with Monsieur de Bretignères in founding the "Colonie Agricole" at Mettray, on land belonging to the latter, and generously given by him for this charitable purpose. The institution was thus established in 1839, receiving in the first instance only a small number of boys, and gradually extending its useful agency until, as now, accommodation, and employment, and instruction are provided for between 400 and 500 children.

Monsieur Demetz, who, with Monsieur de Bretignères, has devoted himself to the management of the colony, and resides at it, received us with a kindness and a sympathy in the object of our inquiries, of which we must ever retain a very grateful sense; answering all our numerous questions with unwearied patience, explaining minutely to us the principles and results of the system on which the colony is conducted, laying open to our examination all its departments, and charging one of his most intelligent officers with the special duty of accompanying us through all its parts, and of affording us the fullest information that we could desire.

In now stating to you the results of our examination, we must acknowledge that our inquiries and observations have given us the most lively impression of the usefulness and originality of the institution. Zeal, benevolence, discretion, and self-denying earnestness, appear to have singularly co-operated together, as well in its design as in its practical establishment.

And we cannot conceal from you our conviction, than to give the Philanthropic its just place among the institutions of our own country, and to enable it to fulfil the demands which its supporters and society at large have a right to make upon it, much of that method of organization, and many of those principles of government, which have proved so successful at Mettray, must (with due regard to the differences of national character, social relations, and individual circumstances) be gradually introduced into it.

We propose to divide our Report into three parts:—

First, describing to you the chief features of the system on which Mettray is organized and carried on;

Secondly, comparing Mettray with the Philanthropic, and submitting to you some simple modifications and improvements that we believe could be made with great advantage in the arrangements and discipline of the latter institution; and—

Thirdly, laying before you two or three points in connexion with which some changes in the present laws relating to juvenile delinquents, seem to us indispensable for making the Philanthropic, or any similar establishment, as effective as Mettray has proved; and on which, therefore, it would be most important to obtain the assistance of the Government and Legislature.

First,

First, With reference to the plan and the system of Mettray, the following particulars are most worthy of your notice:— Appendix, No.

General Description.

1. As to the description of children received into it, they are wholly boys of the class defined by the 66th Article of the Penal Code; and by virtue of that Article sentenced to detention. This Article is as follows:—"When the accused party shall be under 16 years of age, if it be decided that he has acted 'sans discernement,' he shall be acquitted, but, according to circumstances, shall be returned to his parents, or sent to a house of correction, to be there educated and detained for as many years as his sentence shall appoint: provided always, that the sentence shall not extend beyond the period when the boy shall be 20 years of age." Description of objects.

By virtue of this law, the boy is under legal control until he is 20 years old; and as no boy is admitted into Mettray unless he is under 16 years of age, and there are still three years of his sentence unexpired, every boy there is liable to be sent back to his prison if he behave ill, and necessarily returns to the prison if he run away, or be expelled from the establishment. For the most part the boys have been guilty only of light offences; many only of vagrancy or disorderly habits.

2. As to the mode of admission, the boys are received on the recommendation of the "Conseils Généraux" of the different departments of France (bodies of magistrates, &c., somewhat similar to our quarter sessions), sanctioned by the "Ministre de l'Intérieur." Mode of admissi

They are always sent for, and brought from the house of correction to the colony by one of the officers of the latter establishment. The object of this arrangement is to gain a more perfect knowledge of the boy's character and dispositions, for which the officer's familiar association with him while travelling offers great facilities.

3. As to their industrial instruction, the boys are all taught some useful branch of industry. The majority are instructed in agriculture and gardening, the rest in some one of the trades of carpenter, wheelwright, blacksmith, tailor, shoemaker, sabot maker, &c. Industrial instruction.

A farm of above 500 acres is attached to the colony, from which the boys, working under competent instructors, raise the corn, vegetables, and fruit consumed in the establishment.

The boys engaged in agricultural labour are taught also the elements of veterinary science, and of the trades that are connected with farming, as those of wheelwright, blacksmith, &c.

4. As to the means of support, the establishment is maintained (1) by voluntary contributions; (2) by subscriptions from the "Conseils Généraux," contributed from the funds of the departments entrusted to their administration; and (3) by payments on behalf of the boys from the Government, which also assists the institution with an annual grant of considerable amount. Means of suppo

The voluntary subscriptions for 1844 amounted to 900*l.*: the contributions from the departmental magistracy to about 300*l.* The assistance given by the Government is of three sorts: a payment of 8*d.* per diem for each boy's board; of 3*l.* 14*s.* (paid in two annual instalments) on account of his clothing; and a subscription to the general maintenance of the institution, amounting in 1845 to 2,500*l.*

The expenses in that year, exclusive of the extraordinary outlay on account of the new buildings, &c., then erected, averaged 20*l.* per annum for each boy, of which about 4*l.* 10*s.* was incurred for the officers, instructors in trades, and the normal school in which pupil teachers are trained. The number of boys maintained in that year was nearly 300.

5. As to the management of the institution, it is governed by directors chosen at the annual meeting of the members of the "Société Paternelle." The directors were formerly two in number, viz.: Monsieur Demetz, and the Viscomte de Bretignères: to these gentlemen, however, a third, the Viscomte de Villiers, nephew of Monsieur de Bretignères, has been lately added. Governing body

The Government send inspectors to visit and report on the colony, and have arranged the system on which the accounts are kept; but they exercise no other control or interference.

6. As to the way in which the boys are provided for, after remaining at Mettray for about three years, situations are obtained for them with tradesmen or farmers in different towns and villages. Disposal of boy

No difficulty is found in providing for them, there being more applications than can be satisfied.

Whenever a boy is thus placed out, a "Patron" is obtained for him; *i. e.*, some gentleman of the neighbourhood is engaged to interest himself in his conduct and welfare. Reports from these patrons are obtained every six months, from which a list is made out and suspended in the large school-room of the colony, stating the situation and character of the youths who have left; this is called the "Table des Colons placés."

If the lad behave well, he is presented, on arriving at his 20th year, with a ring, engraved with an appropriate device.

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If he turn out ill while under 20 years of age, he is either received back for a further trial, or is sent to the house of correction whence he originally came, and remains there till the expiration of his sentence.

Organization and Government.

Family organization.

7. The most remarkable feature of the internal organization of Mettray is, that it is so arranged as to be a collection of families. The boys are divided, with a careful regard to the varieties of their character and disposition, into a number of separate portions, each containing about 40. Each of these portions or "families" has a master and two assistant masters specially connected with it. Each family resides in a distinct house, having no connexion with the other inmates of the establishment, except during the hours of work, recreation, or Divine service; or on the occasion of any special assembling of the whole number. Each house has three stories: the ground floor, which is used as a workshop; the first floor, which is used as a refectory and school-room for all the boys of the family during the day, and at night as a dormitory for half of them; and the second floor, which is used as a dormitory for the remaining half. The master, or "Père" as he is called, and the two assistants who act under him, live and constantly associate with the boys; sharing in their amusements, and having in the main the same accommodation.

The importance of this family arrangement, as a means of supplying some substitute however imperfect, for the parental relation, will be duly estimated by those only whose practical acquaintance with the subject has taught them how large a portion of juvenile crime springs from that relation being lost or impaired, through illegitimacy and orphanage, or through the second marriages, or the profligacy of parents, "mox daturos progeniem vitiosorem." The "Dura Noverca" is proverbial, but it would scarcely be supposed, by those whose attention has not been drawn to the subject, how great and how baneful an influence second marriages exercise, among the poorer classes, on the welfare and the character of the children of a former union. One-third of the boys at Mettray were ascertained, on a recent occasion, to be children of parents of whom one had married a second time; the records of the Philanthropic show even a larger proportion.

Three important results follow from this dividing, and this family organization of the boys:—

1st. The responsibility of the master is made far more personal and individual. These 40 boys are his special charge. He is answerable, not for all the boys in general, but for these in particular. Hence the masters are led to exert themselves more definitely: an emulation is created among them as to who shall show the best moral and intellectual results from his labour.

2dly. The boys and the master are much more closely connected, and a more real influence, as well as a more kindly one, is produced. By this daily association confidence is generated, a higher moral feeling aroused and nourished, and the "esprit du corps," usually so strong in schools, is silently thwarted and destroyed. The boy feels that his master is not a mere officer to watch him and enforce discipline, or a mere instructor to teach him, but is a relation,—a friend,—to sympathise with him and assist him.

3dly. It renders the employment of more officers necessary than would else be required, and thus entails that multiplication and increased amount of agency on the boys which so much assists in their discipline, and facilitates their progress and improvement.

There are at Mettray 30 officers attached to the 10 families alone, exclusive of the directors, the chaplain, the industrial teachers, the officers employed to teach gymnastics, &c., and those engaged in the steward's office.

Military regulation.

8. Another characteristic of the Mettray system is, that while organized in detail, and in their homes, on a family system, they shall be organized and regulated in the mass, and in their exercises, movements, &c., on a military system, moving to the sound of trumpets, and marching in military order. The directors are, indeed, evidently anxious to kindle a military spirit among the boys. The duty of a "Colon" is defined to be that of a soldier to his officer, and the discipline he is required to observe is described as being that by which an army covers itself with glory.

There is a readiness to receive military impressions, and to fall into military organization, among French boys, which is not found among English ones. The order, regularity of step, uniformity of action, &c., which are seen at Mettray, are therefore attained with much less sacrifice of the boy's independence, and with much less violence to his natural temper and habits, than would be possible among us.

Boys employed as monitors, &c.

9. Another characteristic of the internal system at Mettray, is to interest and employ the boys themselves, as much as possible, in maintaining the discipline and order of the establishment.

In each family two boys are chosen by the rest to assist its regulation. These boys are called "Frères Aînés," and are elected monthly. Their duties are the same as those of the assistant

assistant masters (or "Sous Chefs"), under whose orders they act. They receive extra rewards, and enjoy some additional privileges. Their being chosen by the boys themselves has two advantages. Appendix, I

1st. Their character is a test and sign of the state of feeling and opinion among the boys of the family. If bad ones are chosen the election is annulled, and the family as soon as possible quietly dispersed, and a new combination formed.

2dly. The boys do not feel towards comrades so chosen that jealousy which is usually found to exist towards monitors chosen by the master; they more readily obey them, and are more willing to be reported by them.

With this same view of interesting the boys in the conduct of the institution, the boys who are entitled by their proficiency and industry to the prizes given to the best workmen, are chosen by their companions. The selection, it is said, is usually fair and just.

Prizes and rewards are also often given to the family which a boy belongs to, as well as to himself, on account of his good conduct.

The boys of the family are also appealed to, on any of their number being degraded, and are made in some sort judges to pronounce his sentence.

The boys of each family also are in turn entirely responsible for the custody, cleaning, &c., of the lamps, cups, plates, &c. used by their companions.

10. Another principle of the Mettray system is the inculcation of a religious motive on the boys, and the cultivation of religious feelings among them. The church is in the centre of the establishment. The directors, in their earlier reports, express repeatedly their desire to see a church erected for the use of the colony, and their feeling that all would be imperfect till this was obtained. The munificent gift of above 5,000 *l.* from the Count d'Ourches enabled them to remedy the deficiency. There is now a very handsome and convenient church, and a clergyman ("l'Aumonier") resides on the establishment. Religious instruction.

The boys attend Divine worship twice on Sundays; but there is no public service on week days, the directors wishing to accustom the boys to such habits and practices only as they will be able to continue in the world in after life.

Prayers are read in each family morning and evening, and the amount of religious feeling among the boys is very remarkably shown by numbers of them who voluntarily communicate. Monsieur Demetz himself addresses the boys on subjects of practical religion and morality, on Sunday evenings, and on one other day of the week.

The cells for punishment are so arranged in connexion with the church, as to allow the boys in confinement to share in the service without seeing or being seen by their companions.

The desire of connecting a religious motive with what they do, is seen also in the mode on which the boys' occupations on Sundays are regulated. Sunday, as is well known to you, is the day which presents the greatest number of difficulties, as to the method of its employment, in large schools. There is, on the one hand, the danger of making it a day of mere recreation, and leaving the boys to associate and converse together without restraint; and on the other, that of making the day tedious and fatiguing, and so disgusting the boys with the religious employments most appropriate to it.

Monsieur Demetz has endeavoured to meet this difficulty as follows:—Besides the time spent in church, and in attendance on his evening address, and at meals, there are about six hours to be occupied. He causes the boys to be instructed, during these hours, in the use of the fire-engine, in military exercises, and in gymnastics; on the principle that, to learn to help one's neighbour, to defend one's country, and to keep one's body vigorous and healthful, may be said to be a religious duty.

11. Another principle of the directors' management is, that the boys be continually occupied and thoroughly fatigued. They rise in winter at six, in summer at five, and go to bed throughout the year at nine. There are about four hours allowed for meals, recreations, morning and evening prayers, dressing, &c. The rest of the day (with the exception of one hour appropriated to instruction in the school) is entirely devoted to labour. Their recreations being for the most part gymnastic exercises, the boys are well disposed to sleep when they go to bed, and there is no chattering or romping in the bed-rooms. Boys constantly employed.

12. Another principle carried out at Mettray is, that the accommodations, dress, food, &c., of all the inmates (officers as well as boys), should be of the plainest description. Fires are hardly ever allowed; the clothing is of the simplest and most useful sort. The boys, the assistants, and the pupils in the normal schools, sleep in hammocks; those occupied by the latter being merely of a rather larger size, and more convenient description. The beds also of the masters are as little luxurious as possible. Monsieur Demetz, indeed, lays it down as a principle, that self-denial in yourself is the essential condition of usefulness to others; and he teaches this in his own example, living himself in all respects as he requires the officers and boys to do. Nature of accommodations, &c.

The officers all take their meals with him; and at the meal hours consult him on the conduct and management of the different families.

But at the same time that the accommodations of the boys are so simple and plain, there is no false economy practised, everything necessary for the proper maintenance and regulation of the establishment being carefully furnished. Each boy is provided with a separate box to keep his clothes in, and has a clothes brush, a hair brush, and a comb given him, and is required to keep himself scrupulously neat. ("Est-il soigneux dans sa tenue?" is one of the questions asked of the patrons in reference to the lads who have been placed out.) The box

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box of each boy is fitted to the wall, over the place where his hammock is attached, and, though not locked, is allowed to be opened by no one but himself, anything found in the room, and supposed to belong to him, being placed upon the top of it.

Amusements.

13. The principle of all the amusements allowed of is, that they be in some way useful, either as teaching and enabling the boy to do good to others, or as developing and exercising his own bodily or mental powers.

They are taught, therefore, to use the fire engine, to swim, to save persons from drowning, and to use the remedies to recover them, to climb a mast, to handle the sails and rigging of a ship, &c.; and in wet weather they are allowed the use of a lending library, and to play at chess and simple arithmetical games.

Discipline, punishments, rewards.

14. With regard to the discipline of the establishment, and the rewards and punishments in use, it is a rule, that no part of the boy's conduct, however inconsiderable, be unnoticed or overlooked.

"The least fault is punished," is the expression of the directors. The punishments are, making the boy stand apart from his companions; privation of meals and of recreations; admonition in the "Parloir" of the director (which is, in fact, a temporary arrest); imprisonment in a light or dark cell, with or without a dry bread and water diet, and, finally, expulsion, which is synonymous with the boy's being sent back to the prison whence he was received. Corporal punishment is utterly prohibited.

But strict as the discipline is, the number of masters and officers, and their continued association with the boys, preventing the occurrence of many faults and infractions of the rules which would else arise, save it from being vexatious, and ensure its being really, and justly, and kindly enforced.

Great pains are taken to make the boy feel the justice of every punishment he is sentenced to. On the occasion of any complaint on the part of the masters, the boy is summoned to the "Parloir," but is allowed to be there some time alone before the complaint is investigated. This allows all irritation to subside, and enables the director to observe the boy's manner and feelings.

It is found that if a boy once has reason to feel himself unjustly dealt with by the master (or "Père") of the family he belongs to, there is little hope of that master's being afterwards useful to him, or gaining any moral influence over him; it is best in that case, say the directors, to remove the boy quietly into another family.

Great care is also taken to make the punishment of imprisonment effective. The cells, which are 20 in number, and, as before mentioned, attached to the church, are under the special superintendence of an officer of the same rank and description as the "Pères des Familles," or masters. Thus there is no talking among the prisoners. Each boy in confinement is allowed a New Testament, and a copy of Thomas à Kempis' "Imitation of Christ." The hammocks given them to sleep upon are removed during the day, and a stool only left. They are employed in some kind of work during the day. The director and chaplain visit them daily. They are able to take exercise in a yard attached to the cells. The directors say that they find imprisonment the only really effectual punishment for the older boys, the minor penalties only irritate without impressing them.

The rewards allowed are given with a strict reference to the boy's merits and conduct, as shown by the "Table d'Honneur," with regard to his general character; and by the election of his companions with regard to his proficiency in the workshop. The "Table d'Honneur" is a list, made out quarterly, and hung up in the large school room, containing the names of those boys who have escaped complaint, and conducted themselves well in all respects during the preceding three months.

The name is erased from the list on the commission of any offence, but three months' uninterrupted good conduct again replaces it. Rewards of tools, articles of dress, pictures, emblems of devotion, &c., are given to those whose names appear on this list; and the colony pledges itself to befriend and assist through life those who have never had their names erased from it.

There is also a list of the boys who are chosen and recommended by their comrades as the best workmen in the different industrial classes, and who have received the prizes in consequence. Three boys are recommended for this list from each workshop or agricultural division, and receive, the first three francs, the second two francs, the third one franc, respectively. The expenses under the head of rewards, in 1844, amounted to 50 *l.*

School instruction.

15. The principle of the school instruction is, that the boy shall only be taught as much as the average of agricultural and other labourers acquire; viz. to read, to write, and to cypher. The more advanced boys are taught the elements of drawing and geography. The instruction is, in all points, made as individual and personal as possible. The classes in the large school, in which the more advanced boys are instructed, are arranged so as to contain nine boys; these sit on separate seats round a semi-circular table or desk, the teacher being thus in the centre of the class, and the boys being prevented from lounging or whispering.

All the boys are taught vocal music; they learn on Wilhelm's system. Several of them learn to play the wind instruments more generally used in the Roman-catholic worship, as well as in regimental bands. Each family is instructed by its "Père," or master.

Training of Masters' Normal School.

16. In enumerating the principles on which Mettray is organized and managed, we must not omit to speak of that which relates to the education and training of the masters and their youngest assistants. On this the directors lay very great and constant emphasis in their

their reports; and to this, it is evident, a great portion of the singular success which has attended their efforts is to be attributed. Appendix, No. —

Monsieur Demetz, indeed, commenced his operations by establishing a normal school, and by devoting himself for some months to the education and preparation of a number of young men to undertake the superintendence of the families which he proposed to form.

There is still a normal school attached to the colony, in which there are always from 12 to 18 pupils, preparing to replace the masters, as any of these leave for situations in schools of primary or secondary instruction, or in the institutions similar to Mettray, which, as at Rouen, St. Ilan, and other places, are being formed in various parts of France.

Of this normal school the directors say, "C'est la base de notre système d'éducation, la pépinière de nos meilleurs sujets."*

17. The moral results of Mettray will be best shown by the following statement. They have, indeed, fulfilled the most sanguine expectations of its directors. Since its first establishment in 1839, there have been received 521 boys. The number of present inmates is 348; leaving a remainder of 173 to be accounted for. Moral results.

Of these 173 - - - 17 have died.
12 have been sent back to their prisons for misconduct.
144 have been placed out in various situations in the world.

Of the 144 thus placed out, seven have relapsed into crime, nine are of doubtful character, and 128 are conducting themselves to the full satisfaction of the directors, and of the "Patrons," under whose superintendence they have been placed. These figures, as the directors truly say, speak for themselves.

With reference to the number of deaths, which is considerable, being above three per cent., it may be remarked, that the occupations in the departmental prisons are nearly all sedentary, and mostly connected with weaving, &c.; and that from the absence of the separate system, the boys work usually in numbers together in hot and unwholesome atmospheres. Hence, boys detained there for long periods become much enfeebled in constitution, and liable to scrofulous and consumptive affections, the effects of which appear in the mortality at Mettray.

In prisons like the "Roquette" at Paris, where the boys are not crowded together, but live and labour separately, and mostly at trades demanding a great deal of active exertion, it is not so; the amount of sickness is much smaller.

The infirmary at Mettray is admirably arranged, being, like the kitchen and the linen store of the establishment, under the charge of Sisters of Charity, who have devoted themselves to the service of the colony.

It remains only to add, that with the aim especially of stimulating and encouraging the formation of colonies similar to that of Mettray, throughout the country, a "Family," or "Out-settlement," consisting, like the "Familles" in the colony itself, of 40 boys, and a chief and two subordinate instructors, has been formed at a farmhouse about two miles distant. The experiment has hitherto given promise of complete success. The same spirit of cheerfulness and self-improvement appear to reign among the boys, the same confidence and good feeling to exist between them and their instructors, the same order and regularity to be observed, as are so strikingly obvious at Mettray itself. One important feature of this strictly rural establishment is, that the "Père," or master of the "Family," who is the chief manager of the portion of the farm attached to it, is a married man, and has his wife residing with him, who has the care of the cooking, &c., for the family. It would be difficult to attach too much importance to this experiment, should it thoroughly and permanently succeed. The boys composing this family have been carefully selected from the general number; and at present they pass the Sundays at the colony, whose spirit and prevailing character and temper exert a powerful influence upon this dependent establishment. The question, therefore, how far such detached and simple settlements would succeed, if dependent wholly on themselves, is as yet hardly settled. Out-settlements lately formed.

Perhaps the greatest difficulty in the way of the multiplication and success of these isolated and limited establishments would be, that which equally endangers the spread and the efficiency of Mettray itself, and of all similar institutions: the improbability, namely, of finding many such earnest and such able agents to carry out their admirable design as are now assembled at Mettray. Question if succ can be permane

It is impossible not to feel that the self-devotion and benevolence of Monsieur Demetz's personal character have had much to do with the rapid and gratifying success that has attended his efforts. Throughout Mettray, and especially among the young officers and teachers whom he has trained, the influence of Monsieur Demetz's energy, his eloquence, his ability, his disinterested sacrifice of the flattering prospects of personal distinction and advantage which his profession, and his position in that profession, opened to him, may be distinctly Monsieur Dem

* The following eloquent and emphatic testimony is given to the value and true character of this part of the Mettray establishment, by one who was at first opposed to the institution, but who has been gradually convinced of the wisdom and practical utility of its operations—Monsieur Emile Girardin:—"L'ecole normale est à la colonie ce que l'ame est au corps, ce que le cadre d'un regiment est a son effectif, ce que les officiers sont aux soldats; c'est par l'ecole des élèves que la colonie survivra à ses deux infatigables fondateurs, s'etendra, se multipliera."—*La Presse*, 5 October 1846.

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distinctly traced. At present nothing is merely routine, merely mechanism; all is pervaded and animated with the earnest real character of the resident director. The question naturally and continually suggests itself, How will this go on? how can the work be made to prosper when he is removed from it?

Real conditions of success.

To this question, Monsieur Demetz would answer, that all would depend upon the work being taken up on the same principle, and carried on by the same means, that he has triumphed by; the principle, namely, of religious charity, and the means of specially prepared and educated agents. Engaged in as a work of religion, to be mainly promoted and sustained by voluntary zeal, and to be wrought out by young and earnest men, devoted and prepared to enter on it as a mission which they have to live for, it will succeed. Taken up as a piece of government or corporate machinery, to be carried on by a mere code of discipline, and by hired servants, who enter it solely as a calling they may live by, it will probably, and perhaps justly, fail. Let us address ourselves to it "with the Gospel in our hand" (to use Monsieur Demetz's words), and we shall be sure of the Divine blessing on our efforts. Let us seek to train fitting and efficient instruments, and to form in those we would employ the intelligence, the self-control, the knowledge of human nature, and the Christian earnestness which the work demands, and we shall take the surest course to crown our efforts with triumph, and to make the blessing which attends them as fruitful as its Great Giver designs and wishes it to be.

We would next, as proposed, contrast Mettray with the Philanthropic, and touch upon the modifications which it seems to us might be introduced with advantage into the latter establishment.

Points of correspondence.

In comparing the two institutions together, there will be found very many points of similarity, both as to the spirit and the method of their operation.

Like Mettray, the Philanthropic now employs its resources wholly in arresting juvenile delinquency; and the large number of its inmates who are received at once from the police courts without being committed to prison, and who are, therefore, innocent of serious and repeated guilt, although on the threshold of it, corresponds to that division of the boys at Mettray who have been sentenced to detention, as being friendless and vagrants.

Like Mettray, the Philanthropic is a charity, the produce of religious benevolence and zeal, independently conducted, and responsible to its voluntary supporters; and although the Government contributes largely to Mettray, whereas the Philanthropic is supported only by its own resources, yet the contribution to Mettray is on such a footing, being for the most part a payment per head for the boys' board and clothing only, that it does not interfere with the independent management or charitable character of the institution.

The funded property of the Philanthropic, and its ownership of the valuable property where it is situate, give it some facilities and powers which Mettray has not. On the other hand, the rural situation of the latter is an inestimable advantage, by giving to the inmates more healthful employment and more natural exercise, and presenting an object of attraction and interest to all classes of visitors, which the neighbourhood of London will not allow of. The state of the agricultural population in France, and the more domestic relation still existing there between the farmer and his labourer, give opportunities for the placing out the boys educated as agriculturists at Mettray, as favourable as the trade connexion of the Philanthropic affords its managers for the apprenticing out the boys brought up in its manufactory.

It may, indeed, be doubted, whether an agricultural colony could be successfully established in England, unless in connexion with some increased legal control over the boys received into it, and with some plan for the emigration of, at least the older, and stouter, and more enterprising of its inmates; matters in which the assistance of the Government would be indispensable.

Conditions of an agricultural colony.

Should you, as managers of the Philanthropic, decide, at any time, in consideration of the greater economy and advantage of a rural situation, and of the increased value for other purposes of the property which you now occupy, on establishing its school of reform at some short distance from the metropolis, it would be well to bear in mind the conditions which Monsieur Demetz and his fellow-workers have found to be essential to the moral as well as the economical success of their undertaking; namely, that the site selected should be on land at least moderately fertile, so as to yield a fair return, and neither discourage those who work it, nor give reason to objectors to say the scheme of such colonies has failed.

That it should be as little encumbered with existing buildings as possible, so that all the parts of the establishment may be constructed on a consistent plan, and may have special reference to its objects.

That it should be near some considerable town, and, if possible, on some much frequented route, for the purposes of communication with the world, of the easy and economical transmission and disposal of the boys, and for the encouraging public inspection and interest; and,

That it should not be commenced upon too large a scale, but be undertaken with well prepared agents, and for the first year with not more than about sixty boys.

Recommendations.

But unless you have some such legal hold upon the boys as the French law gives the directors of Mettray, enabling you to dispense with walls, and to exert an effectual control over the boy through his liability to be sent back to prison, if he attempt to run away, or grossly misconduct himself, the obstacles and difficulties in the way of any agricultural colony of this sort would be almost insuperable.

But

But to return: taking the Philanthropic in the state that recent improvements now place it,—

Surveillance of cells.

1. We believe that it would be found advantageous to introduce more method and more strictness into the corrective discipline. The cell should not be merely a solitary place in which a boy is put as a penalty for his misconduct, it should be a place for continuing his education; he should be, therefore, when there, under constant superintendence; an officer, in fact, should watch the cells, and make the boys in them his special charge. By this alone can talking between the tenants of adjacent cells be effectually prevented, and all the certain good of separate confinement gained, and its possible mischief prevented.

The boys under imprisonment at Mettray, by the mode in which the cells are arranged in the rear of the church, can join in Divine service unseen by each other, or by the body of their companions. It would be easy to make some arrangement for allowing the boys in confinement at the Philanthropic to attend Divine service on the Sundays, if there were an officer specially charged with the superintendence of them.

Publication of of merit, &c.

2. We would recommend, that the lists of merit, both for conduct and for industry, be brought more prominently before the boys, and be hung up in a conspicuous place in the school-room, and that rewards be attached to the keeping of the name on these lists for six and twelve months. Similar arrangements with reference to lads apprenticed out would also work well.

Military discipl

3. We would recommend, that rather more military order and discipline be introduced, by degrees, among the boys.

On this point, care must be taken not to sacrifice the internal independence and power of voluntary action of the boy, in the attempt to obtain more external regularity and uniformity. The great object is to make the boy act rightly spontaneously, and not mechanically, or by force. For this, his confidence must be won; his feelings understood and entered into; and the sense of individual responsibility as much as possible awakened and strengthened in him. No mere outward habit will suffice; and if, by a minute and continual interference, a great degree of superficial discipline is attained, it will be, with most English boys, at the price of that cheerfulness and good feeling towards their instructors which are most essential for improvement.

Gymnastic exe cises.

4. It would be well if more gymnastic and useful exercises were introduced for the hours of recreation; and if more, and those less sedentary and collective occupations could be introduced into the workshops. Tailoring and shoemaking are trades that rarely exercise a favourable influence either on the boy's moral or physical constitution.

Patrons.

5. It would be very advisable to obtain from the clergy or gentry in the parish in which a boy is apprenticed, some such protection and oversight as the French boy finds in his "Patron," when placed out in life from Mettray.

More individu superintendenc

6. A more individual superintendence of the boys, especially in the hours of recreation, and when in their dormitories, appears to us essential. It would be most important to divide the boys in the Philanthropic into smaller portions, and connect some officer especially and personally with each one of these portions. The dormitories, holding about 24 or 25 each, would form natural and convenient means of classification. Let the boys of each dormitory have a young officer specially associated with them, and responsible for them, under whose charge they shall be in all matters of dress, discipline, and order. Let each such division dine at certain tables, with their officer in attendance on them, and muster under his command by themselves, in concert with the other similar divisions. The lobbies separating the dormitories in your larger school present the means of accommodation for these officers; and with the careful superintendence and co-operation of your chaplain and your schoolmaster, under whose orders they should be, we feel assured that such young officers as we have spoken of would prove valuable agents in softening and improving the boys individually, as well as in the better teaching and organizing of them collectively. It will naturally be objected, that such an arrangement would be a very expensive one. Perhaps on this we might say with Monsieur Demetz, that, labouring for religious and moral objects, expense must be a secondary consideration to practical efficiency ("Il ne faut pas marchander la morale"). But we are inclined to think that the expense would not be very great, especially if you adopt that essential part of the Mettray system, the normal school, and receive the young men, whom we desire to see introduced, as pupils to be trained for the work of reformation. We are assured that four or five lads of about 17 might, with little difficulty, be obtained on this footing, the Society boarding and lodging them, giving them the advantage of the master's and their chaplain's instruction, and paying them 4 *l.* or 5 *l.* a year each.

Normal school.

7. The gradual formation of such a normal school we would indeed lay before you as our seventh and most earnest recommendation. We believe that a great portion of the difficulties and obstacles which have hitherto interposed to prevent the thoroughly effective regulation, and thoroughly successful operation, of the Philanthropic, will be found to have at all times arisen from the want of properly trained officers; from the want of persons, qualified by their temper, experience, education, and personal habits, to deal with the boys in the only way in which they can be dealt with successfully. You want a number of men; you want intelligent men; you want earnest men; you want, at the same time, cheap men. The only way that we can see to obtain such agents is, to prepare them yourselves;

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to take them young, so that they may have the stimulus of future prospects, &c., to arouse them; and so that you may be able to continually introduce fresh zeal and fresh intelligence among the boys, by means of the vacancies which will be created by the officers' leaving you for more profitable situations. The increasing interest in the reformation of young delinquents will, every year, we may believe, cause fresh efforts to be made to provide asylums for them. The young officers, trained and fitted for their work in the Philanthropic, will thus be a most important item among the benefits you confer upon society; providing for that want which will be found the greatest and the most difficult to satisfy.

With reference to the third division of our Report, the points on which some alterations in the laws affecting juvenile offenders are necessary, we would submit that the great difficulties in the way of the Philanthropic, and of all similar establishments, arise:

First. From the want of adequate control over the boys received into them;

Secondly. From the hardened and depraved state at which, by repeated imprisonment, and long neglect, and continued association with older and worse criminals, the boys have generally arrived before being received;

Thirdly. From the want of funds adequate to the keeping up the educational and industrial agency, which is wanted on a large and really effective scale for their instruction; and,

Fourthly. From the want of some means of providing, at least, the older and more advanced boys with fair means of settlement, and fair prospects of employment, in the colonies.

Admirable as are the various subordinate arrangements of Mettray, and happily as its general principles have been adapted to the classes of mind and disposition which are there dealt with, the working and the moral effects of its system would be very different, if it were not for the personal control which its directors have over the boys admitted into it; and for the moral influence which the fear of being sent back to the house of correction, without any chance of again returning to Mettray, exerts. This is seen in the absence of any attempt to escape since the first year of its establishment. By virtue of this restraining power of the law, and of the continuous hold which, by this, the directors have upon the boy, they are enabled to dispense with walls and sentries, and to give the boy that liberty of action, and that rural employment, which do so much to reform his character.

The circumstance, too, that the boy's course in crime has been usually arrested early, greatly assists in his reformation, especially if his period of imprisonment, previous to entering the colony, has been passed in a well-regulated prison, where, as in the "Roquette" of Paris, he has been confined separately, and kept carefully employed, and has had the advantage of individual moral and religious instruction. A marked difference is, indeed, found at Mettray between the boys who have been previously confined in such a house of correction as this, and those who have been imprisoned in the ordinary departmental prisons, where the prisoners mix together, and are allowed to associate at meals, and in the hours of work or recreation; a difference the more striking, because the boys from such a prison as the "Roquette," being mostly from Paris and its vicinity, have naturally had a deeper insight into vice and crime, and been more exposed to their infection, than the lads admitted from country districts. It seems, however, to be clearly demonstrated by experience, that to really and permanently influence the offender you must deal as much as possible separately and personally with him, and must bring individual influence to bear on him, and must compel him to that leisure and retirement which will enable him and force him to reflect upon, and look into, himself.

We would, therefore, earnestly submit to you the propriety of bringing under the attention of the Government the importance of making such a change in the law regulating the treatment of juvenile offenders, as shall carry out the following principles:

1. That after the first, or certainly after the second, conviction of a boy for theft, vagrancy, or other similar offence, he be not again sentenced for a short period of imprisonment, but be sentenced to detention in some well-regulated house of correction, till he be 18 years of age.

2. That if he be under 14 years when so sentenced, and his offences appear to arise more from neglected or bad education, or want, or indiscretion, than from a thorough depravity of disposition, the magistrate, or judge, or jury, before whom he is tried, shall have the power of recommending him, under the sanction of the Secretary of State, for admission into an asylum of reform, where he may be religiously instructed and taught a trade, and enabled to gain an honest livelihood.

3. That in all such last-mentioned cases, the boy first pass through a period of separate confinement with hard labour, for a period of not less than one month.

The object of this would be, both to make the boy feel that his fault brought with it a penalty, and also to make him appreciate the advantages of the asylum into which he shall be afterwards admitted.

4. That in all such cases, his sentence of detention and imprisonment should be only suspended, and his residence in the asylum conditional on his good behaviour.

5. That

5. That with regard to the formation and support of such asylums of reform, they should in all cases be, as much as possible, the results of voluntary exertion and private benevolence, and not simply Government establishments; but, as individual charity could not be reckoned on for supplying the funds required for their maintenance, either to a sufficient amount, or with sufficient certainty and regularity, that such a sum should be contributed either by the Government, or from the county or borough rates, on account of each boy received on such recommendation of the magistrates, &c., as will cover the cost of the boy's board, clothing, washing, &c., say 18*l.* or 20*l.* per annum, with each. Appendix, No

It would be advisable that all such contributions should be paid per head, and if possible paid by the magistrates, and not in the form of an annual grant of a gross sum from the Government. The present experience of the Philanthropic, where boys are now received from country districts, in virtue of the subscriptions of the magistrates, shows that the plan of paying so much per head for the boy's expenses does not interfere with private contributions; while the experience of the "Refuge" seems to show that an annual grant, and an apparent dependence on Government, discourages them.

With reference to the expense which such payments would throw upon the Government, or upon the ratepayers of the different counties or boroughs whence the boy was received, it would no doubt be considerable, if the establishment of asylums were effected on the scale that the amount of youthful crime demands. But yet, looking at the measure purely as a matter of economy, there can be no doubt that, after a while, such efforts for the reformation and industrial education of the boy would be found cheaper than the present system of merely repeatedly prosecuting and punishing him. There is no way in which a boy of depraved habits becomes so expensive to the community at large, as when he is left to indulge such habits, and to maintain himself by them, interrupted only by summary convictions, and short periods of imprisonment, until he becomes ripe for transportation or the gallows.

It might also be possible, hereafter, to make the relatives of the boy in some way chargeable or responsible for the expense of his maintenance in such an establishment, by attaching the wages of the parent, so as to check collusive attempts to obtain admission for the children of parents who are able to maintain and educate them at home.

6. That such asylums shall be open to the inspection of the Government; but, as charitable and voluntary enterprises, shall be independent as to their internal regulation.

If to these provisions there could be added one to facilitate the emigration of the older and more deserving lads, and one to protect the directors of such asylums, and the boys they place out, from knavery or misconduct on the part of the masters to whom they are apprenticed, the reformation of youthful offenders, and the prevention of juvenile delinquency might be entered upon on such a scale, and with such prospect of success, as the emergency of the case demands.

With reference to the protection of boys apprenticed out, it would be sufficient if, on receiving back the boy, the directors could require the master to refund a portion of the premium paid by him.

Such, gentlemen, are the recommendations and suggestions which we feel it our duty to submit for your consideration.

We would only add, with reference to any future and more extended and systematic efforts for the reformation of juvenile offenders in this country, that several colonies have been formed in France, on the model of Mettray,* and that various institutions having the same object, the reclaiming, by religious and industrial education, young criminals and vagrants, have of late years been established at Hamburgh, Aix-la-Chapelle, Halle, Dusseldorf, and elsewhere; and that, before any large similar institutions are set on foot in England, it might be of importance to learn, by inspection or inquiry, the system pursued and the results attained at some of the most considerable of these; so that whatever is done among us should be the fruit of as large and as varied an experience as possible.

We have, &c.

Sydney Turner,
Resident Chaplain to the Philanthropic Society.

Thomas Paynter,
Police Magistrate.

Philanthropic, St. George's Fields,
London, 26 August 1846.

P.S.—Having mentioned the prison of La Roquette, at Paris, which, through the kind permission of Monsieur Le Préfet de Police, we were enabled to inspect, we append to this Report the following short notice of its system:— La Roquette.

It is a prison for young male offenders of the department of the Seine, sentenced to detention under the 66th Article of the Penal Code before referred to.

There are now about 500 prisoners, between nine and sixteen years of age.

Every

* Near Marseilles, Rouen, St. Ilan, Châteaudun, &c. &c.

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Every boy has a separate cell, in which he lives and works, and receives instruction in a trade, leaving it only to take exercise in his turn, in one of the wards of the yard, or to attend the school or chapel.

The exercise-yards, chapel, school-room, &c. are all so contrived as to enable the teacher or superintendent to see and communicate with all the boys at once, but to prevent the boys from seeing each other.

The parents of each boy are allowed to see him once a week.

There are 36 officers employed in this prison; the director alone adjudges the punishments.

These punishments are, the dark cell, the strait waistcoat, a dry bread diet for two or three days, and deprivation of the privilege of seeing their parents.

The diet is good and abundant. In the formation and maintenance of the establishment expense seems to have been regarded as a secondary consideration.

Sixty-two boys from this prison have been admitted into Mettray; of those sent back from thence for misconduct, we were assured there was not one who did not immediately and bitterly lament the change.

The trades taught to the boys are those of locksmith, jeweller, whitesmith, turner, &c.

The boys are instructed in drawing from objects, and appear to be, in general, carefully educated.

Prayers are read in the gallery of each ward morning and evening; the cells of the inmates being open during this interval, so that all can hear and join.

REPORT of the Special Committee appointed by the National Assembly of *France* to consider the Treatment of Juvenile Offenders.

Gentlemen,

The number of unfortunate children who are driven at an early age by misery, by vicious parents, or by their own bad dispositions, to begging, vagrancy, disorder, violence, or theft, as a means of livelihood, is unhappily very great; thousands of these young offenders are confined within our "Maisons d'Arrêt" and our "Maisons Centrales."*

The "Maisons d'Arrêt," receive, first, such children as are sent, by way of correction, at the request of the parents, in virtue of Articles 376 and 377 of the Civil Code, for an imprisonment which must not exceed six months.† Secondly, therein are confined such children under 16 years of age as are on remand from the correctional courts, awaiting either their summary conviction, or their committal for trial at the courts of assize. And thirdly, such children as are already condemned to an imprisonment that does not exceed one year.

The "Maisons de Justice," established in the chief towns, receive such children as are accused of crime, and who are sent for trial before the courts of assize.

Finally, the "Maisons Centrales" receive and detain within their walls,—

Firstly, children under 16 years of age acquitted, as having acted "sans discernement," (as being, that is, ignorant of right and wrong), but sent, in virtue of the 66th Article of the Penal Code, to a house of correction, there to be detained and educated during a certain number of years.

Secondly, such children under 16 years of age who are found guilty as having acted "avec discernement," (as having offended, that is, knowingly and wilfully), and who are sentenced to more than one year's imprisonment.

The statistical returns furnish us with the exact number of offenders of both sexes now under detention in the various "Maisons Centrales." In August 1849, these amounted to 4,761; of which 4,055 were boys, and 706 were girls.

This is not the case, however, with regard to the essentially variable population of the "Maisons d'Arrêt;" nevertheless, the returns which are published yearly from the criminal courts, gives us conclusive though imperfect information.

Thus, the last general returns published in 1847, gave the exact number of such children as were prosecuted before the correctional tribunals during that year. This number included all prosecutions for infractions of the fiscal laws as well as for the ordinary classes of misdemeanors, and amounted to the number of 10,204 offenders; of which 7,983 were boys, and 2,221 were girls. From the nature of their offences, and from the destitute position in which the greater part of these children were left, two-thirds were not prosecuted correctionally, but punished by a preventive imprisonment only; thus at least 6,000 of them were to undergo a detention of some weeks, or in many cases of some months.

As

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* Our houses of detention and of correction.

† Articles 376 and 377 of the Civil Code authorise a judge, upon the request of the parents, to issue a warrant to apprehend children under 16, and to put them in prison for a term not exceeding six months. *See* Note (A) at end of Report.

As regards those condemned for one year and under, their number was, in 1847, 1,633; of which 1,342 were boys, and 291 girls. During that same year 115 of these offenders who were under the age of 16 (of whom 98 were boys and 17 girls), had been tried by the courts of assize, and consequently detained in the "Maison de Justice." Finally, the "Maisons Centrales," or penitentiaries which take their place, have this year received as many as 2,021 offenders; namely, 1,727 boys, and 294 girls, who had to be detained more than one year; namely:

	BOYS.	GIRLS.	TOTAL.
Sentenced by the courts of assize to more than one year's imprisonment	8	1	9
Acquitted by that court, but imprisoned for correction for more than one year	44	11	55
Acquitted by the correctional tribunals, but condemned to more than one year's imprisonment	1,675	282	1,957
TOTAL	1,727	294	2,021

Of these 835 were condemned to an imprisonment for periods of from five to ten years.

We must, however, take into account the increase of crimes and misdemeanors so conspicuous in the year 1847, a year of suffering from the extreme dearness of the necessaries of life. If we take the average of all the returns given by the different courts for the preceding years, the following is the result:

In the "Maisons d'Arrêt," the number detained under preventive sentences amounted to	5,000
Under penal ditto	1,400
In the "Maisons de Justice," under preventive sentences	80
And in the "Maisons Centrales," or the gaols connected with them, under penal sentences	4,761
TOTAL	11,241

To this number, 11,241, we must add that of children detained by way of paternal correction, or at the request of the parents. Statistical returns do not furnish this; but by the returns of the committals of this nature, in the great centres of the population, we can ascertain it is not without importance. In Paris, such of these children as are imprisoned at the instance of their parents, amounted in October 1849 to 97: 43 boys and 54 girls.

Thus, in fact, there are from 11,000 to 12,000 children, on an average, undergoing an imprisonment of greater or less duration; of whom a vast number will not be liberated until they have attained the age of 20. Does not this offer to society a most serious subject for its solicitude, and impose upon the Government an imperative duty of humanity and foresight?

As regards these children thus deprived of their liberty, the State is substituted by the law for the parent; it is not merely, as regards them, the power which enforces the law, but it becomes invested with a real guardianship. It has taken upon itself not only to keep these children, and then to return them to society void as they may be of education, and every intellectual and moral resource. No, its mission is more serious; it is necessary that it should educate them, and endeavour to reform their vicious dispositions, and to prepare them for a better course of life.

In this point of view, which is one we cannot avoid, it is most essential that the young prisoners should be kept entirely apart from the adults, from whom they can but imbibe pernicious instruction; and that, when brought into contact with them, their intercourse should be strictly watched; and that, without relaxing the usual discipline of a prison, a kind of paternal tuition should be bestowed on them, based on moral and religious principles, so as to instil into their minds what is just and right, and to combat their bad inclinations.

It is essential that they should be constantly employed at such work as will develope and strengthen their physical powers, and lessen the intensity of their passions; and that their employments should be such as will best prepare them for after life, both as to their personal wants and their social relations.

Finally, it is a duty incumbent on the State, which has been substituted for the parent, to extend its paternal care to those children after their liberation, when without the walls of their prison: else all the result of the corrective education which society has sought to give the child will be too often lost. These are the duties of the State; but if we compare with them what is really done, we must acknowledge that they are but indifferently fulfilled.

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The Penal Code had in view the organization of a distinct system of discipline for these young offenders: whether they are condemned, or acquitted as having acted "sans discernement," it is still to the house of correction they are sent, in the former case to undergo a term of imprisonment of more or less duration, and in the latter to be educated for a fixed period. A strong sense of the duties accompanying the relation of a guardian clearly influenced the legislator of 1810, and suggested to him the very arrangements of the 66th Article of the Penal Code.

In reality, there does not exist a true house of correction; a corrective education is not really given. The children are merely subjected to the prison discipline, and are not educated. On the other hand, a too narrow economy has made questions of justice and high social interest subordinate to a question of money; for as the "Maisons d'Arrêt" and "Centrales" always existed, there was a saving of money in not building new ones, and in not creating a distinct system of management for juvenile offenders under sentence of detention. These children were therefore simply sent to the "Maisons d'Arrêt" and "Centrales" to undergo the usual routine of the prison discipline of those gaols, no distinction being made in the treatment they receive from that applied to adults.

For what purposes, then, in a moral point of view, do these prisons exist? The "Maisons d'Arrêt," as the vestibules of the criminal and correctional prisons, allowing of a constant intercourse between the prisoners of all classes, from the petty cheat and the vagabond to the coiner and the assassin, are most dangerous abodes for such men even as are not entirely abandoned and lost in crime; how much more so for children, so open to every new impression!

What increases this danger is the extreme difficulty of establishing and maintaining a good discipline, constant habits of order, of silence, and of labour, in the midst of a population so varied, so changing, and which is renewed almost entirely many times in the year.

But there are obstacles of construction and arrangement which help to aggravate this state of things. The Maisons d'Arrêt, situated in the centre of each judicial division, are, for the most part, old and decayed buildings, originally intended for very different uses; and cannot, without some expense, be fitted to afford the numerous subdivisions into distinct departments necessary for the separation of male and female prisoners, of the accused and the condemned, the adults and the children of each different class. These prisons belong to the departments, and are maintained at their expense; and whenever the superior authorities have urged, for the sake of discipline, that these external means of classification should be provided, the "Conseils Généraux" have pleaded their want of means, and have almost always triumphed, by their *inertia*, over the laudable intentions of the Government. The regulation of the larger part of these prisons continues most dangerous for the thousands of children that are every year confined in them.

In the "Maisons Centrales" which are the property of the State, and which of course are governed by its will and pleasure, all these difficulties of construction have been more easily surmounted. In such of these as contain juvenile offenders, a distinct ward is reserved for them called the ward of correction, and communication with the adult prisoners is made very difficult, if not impossible. Still these are prisons, with all the disgrace attached to the name, with their promiscuous mixture of vice and passion in the condemned wards; with their strict, not to say rough discipline, which acts only by intimidation; which does nothing to raise up the fallen nature that it operates on, and which is especially powerless to penetrate and warm with honourable and religious feelings the souls of these poor children, deprived of all the happy influence of a home.

Without doubt we must acknowledge that, especially for some years past, the Government has made honourable efforts to improve the correctional wards of the prisons (we shall speak hereafter with praise of some attempts it has made to employ young prisoners in agricultural labour); but the prisons as they exist at present, with the results which we see them produce, inspire only the thought of the fearful contagion of immorality for these young prisoners. Unfortunately, the most recent statistical returns confirm these impressions, for they show that since the year 1830 the moral condition of the prisoners confined in the "Maisons Centrales" has become worse rather than better. If we refer to the general returns of 1847, we find, that out of every 100 prisoners that were liberated from the "Maisons Centrales" in 1830, 19 were re-convicted, while for the years 1841 to 1843, the number of re-committals amounted to 37 or 38 per cent.; and for some of the "Maisons Centrales" of the more populous towns of the country, to no less than 50 to 60 per cent. But nowhere has the Committee been able to obtain a specific return of the juvenile offenders who have been re-committed for various crimes or misdemeanors. They find, however, in the general returns of 1847, that amongst the criminals condemned to the galleys, or to imprisonment, and distinguished as having been previously convicted and discharged from prison, there were 1,612 under 16 years of age.

No employment can be introduced into the "Maisons d'Arrêt" and "Maisons Centrales" as at present arranged, except in trades and handicrafts. This sort of prison labour is attended with the serious inconvenience of giving offence to the working class outside the prison; and in times of social disturbance is forcibly stopped or interfered with, a result fatal to the discipline of the prison, and the good conduct of the prisoners. This took place in 1848 and 1849; the serious consequences of it are not yet effaced.

On the other hand, if instructed in the manufacturing art alone, the prisoners will of necessity, when liberated, seek the large towns as the great centres of industry. There they are exposed to all the risks of the mechanic's position, to frequent want of employment, to the dangerous plans and combinations of the workshop, to the connexions formed in prison and now renewed in the midst of the temptations of the city. Surrounded by misery and vicious

vicious influences, they form in the centre of these vast collections of mankind a nucleus of corruption, whence are struck out schemes of guilt and crimes against property and persons; and whence, in times of pressure, comes forth the antipathies and anti-social excitements which put in peril the very foundations of public order.

Finally, by the present system, as applied to those unfortunate children under 16 years, it is not obligatory for the Government to take any care of them on their discharge from prison. On their liberation a few clothes are given them, a trifle to help them on the road, and the portion of their earnings which the law entitles them to, and the Government has done with them.

Thus are they thrown on a world to which they have for some years been strangers, without the guidance of a home or friends, a prey to the temptations of those who surround them. Does not this explain how so many of these wretched children are unable to re-enter honest society, and are lost for ever?

The defects of the regulations now in force in these prisons, particularly as applied to juvenile offenders, had struck the Government itself, and several laudable efforts have been made to improve them.

The Minister of the Interior in 1832 issued circulars, authorising the apprenticing of such young prisoners as should behave well, and be applied for by master workmen.

But latterly, when a lively feeling existed for a reform in the penitentiary system, and that the silent system enlisted many supporters, it was thought advisable to apply it to the young, more particularly with a view of separating these prisoners, and preserving them from the ordinary contagion of prisons.

It was then that the house of correction called "La Roquette" was established, with its 500 cells, to receive the young prisoners sentenced in the department of the Seine.

In 1839, however, two devoted philanthropists, Messrs. de Courteilles and Demetz, sought, in another way, the solution of this problem. They founded at Mettray, near Tours, a colony of young prisoners, with a view of placing them, as it were, once more under the paternal roof, and of educating them morally and religiously in the labours and habits of country life.

The Government at once understood the great benefits that would result from this new idea, and encouraged the establishment at Mettray, and sent to it a number of children. Very soon, when the example of Mettray had been imitated elsewhere, the Government extended its support to these new establishments, and at this time there are about 2,000 young prisoners in agricultural colonies founded by private individuals. The Government allows 70 centimes (7*d.*) per diem for each prisoner, and a further 70 francs (3*l.*) for their clothing for two successive years, which makes each prisoner cost the Government about 80 centimes (8*d.*) per diem. This shows that the Government acknowledges the defects of the system of correction adopted in the prisons of the State; that it has not confidence in its own establishments; it seeks the aid of private ones, even at considerable sacrifices; indeed, it has done more: it has transferred the power which the law had given to the State alone, to keep and educate these children, to those private institutions. This alone would remove all doubt, if any still existed.

Under these circumstances, it is time that the Legislature should interfere; it is time to recognise by law the system of corrective education and guardianship which the generous efforts of a few good citizens have initiated, but of which only a few of our young prisoners have as yet the benefit.

The "Maisons d'Arrêt" meanwhile could remain as receptacles for such children as are under preventive detention, or as are condemned to an imprisonment not exceeding six months. For so short a period it would be useless to send them to the new establishments; nevertheless, by our proposed law it is enjoined that the "Maisons d'Arrêt" should be so arranged as to keep a distinct ward for juvenile prisoners, to keep them entirely apart from the adult class, to separate them from each other at night, and to train them up under the regulations of the silent system, in habits of labour, morality, and religion. The proposed law further submits that such young prisoners as are condemned to an imprisonment for a longer period than six months should be tranferred to these reformatory colonies; in this respect the committee do not propose any new plan, nor do they take the responsibility of suggesting anything but what practice and experience has warranted. The committee has had before their eyes the establishments which have been tried for ten years, under the sanction of the Government; and they have only to ascertain whether the agricultural colonies, of which Mettray is the most complete and earliest type, rest on a sure basis, if their object is useful, and if under ordinary circumstances it is possible to attain it.

The ideas that first prompted these good men to lay the foundation of these reformatory colonies, were the following:—

"What is in general the class of these unprotected children, who, ere they have attained the age to discriminate right from wrong, have gone astray, and have incurred the penalty of the law?

"For the most part they are young creatures destitute of any domestic education; some born of the poorest parents who have brought them up to mendicity, and too often to theft and robbery; others born of parents careless of their parental duties, or absorbed by their daily toil, who have left them to idle about the streets of the large towns they dwell in, and for want of some moral help to give themselves up to the most pernicious influences.

"What is wanting for the protection of these children? A family who would have showed them at an early age a better example, and would have given them moral and religious impulses.

"It

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"It is, therefore, in a family that we must place them, in the bosom of an establishment in which benevolent and just guardians may unite a strict regularity of discipline with that kindness which attracts and attaches, and that high tone of moral feeling which may make them relish, and accustom them to do, what is good and right.

"What is necessary, in a moral and sanitary point of view, for these children, whom idleness has too often led into the path of vice, whose passions have been over-excited from the cradle, to whom their parents, inured to all sorts of misery, have given only a puny existence, a constitution impaired by the seeds of serious disease?

"To change the passions of such children, to restore quiet and serious and sober thoughts to their minds, to purify their blood, and impart to their body health and strength, it is necessary to give them air, country life, the peaceful habits and invigorating labour of the husbandman.

"And these children must have something to look forward to. What, then, is the line of life in which they have the best chance of continuing honest, peaceable, and industrious labourers?

"Certainly it is in the cultivation of the soil; it is this that will attach them more to the soil, which will give them more the spirit and taste of order and regularity, of economy, of domestic habits, and love of property acquired by laborious and lawful industry."

Guided thus by reason, and sustained by a love of humanity, the founders of Mettray have undertaken the honourable task of providing for these young prisoners a home, good impressions, healthy condition, and such labour as may improve them and prepare them to live happily.

It does not enter within the scope of this Report to enumerate in detail the various elements of Mettray. Our duty is simply to state that, in the opinion of all the best observers who have visited it, whether foreigners or Frenchmen, an opinion in which from our own personal observation and experience we entirely concur, the problem of the reformation of juvenile offenders by agricultural labour, under a strict system of discipline and kindness, is completely solved.

Five hundred children sent from the "Maisons Centrales" are brought up at Mettray; they need no military force, nor even walls, to keep them with in its bounds, and it is seldom a boy runs away. Divided into families of 40, under the direction of a chief appointed to each division, and under the protection of an elder brother elected by themselves, they are subjected to a paternal kind of discipline, which, by the twofold action of honour and religion, tends to awaken in their souls good thoughts and generous emotions; and with the exception of a short time which is reserved for their elementary instruction, they are employed throughout the day at the various labours of the farm, such as the care of the cattle and implements, gardening, the improving of the soil, the trenching and cleaning the land, the harvest, &c. Their mode of life is hardy, but not too fatiguing. It gives them health, strong constitutions, and, in most cases, cures them of those diseases with which they had been tainted from their birth.

The influence produced by these regulations on the manners and characters of these juvenile offenders is equally satisfactory; generally the young colonists of Mettray become attached to their masters, and place in them their entire confidence; they understand and appreciate the kind feelings of which they are the object, reflect deeply on the miserable results that would have attended their former course, and manifest an earnest desire to become in future honest men.

When the period of their liberation has arrived, they are sought for by the proprietors and farmers of the neighbourhood; the authorities of Mettray find much facility in placing them; the greater number get employment as farm servants, carmen, gardeners, &c. &c., and those who have been taught the trades particularly connected with agriculture are placed in the villages as wheelwrights, smiths, carpenters, &c., &c.

Finally, a number of them become soldiers or sailors, and are known to have served with honour. In the beginning of 1848 there were 101 in the army, and 22 in the navy.

The founders of Mettray were alive to the effect the sudden transition from a penitentiary life to one of freedom must produce on the youths; for at this moment they would stand most in need of help and advice.

Thus the authorities of Mettray extend their protection over them throughout this time of trial; and if, perchance, they are out of work, sick, or borne down by poverty, the colony is always open to them, as their home; an asylum of comfort and help.

True it is, that at Mettray some have been found whose stubborn disposition the discipline of the colony could neither conquer nor soften. Many of these youths, on being placed out, have committed fresh crimes, and incurred the rigour of the law; but the proportion is indeed trifling, and does not exceed 5 per cent.

The experiment so successfully made at Mettray, has equally succeeded in the other private establishments of the like kind that receive the help and approbation of Government; everywhere, independently of the particular method of education pursued, out-door life and agricultural employment have had a happy influence on the moral feeling and the docility of the young prisoners.

The same system and employment has been tried by the Government in some of the "Maisons Centrales." At Loos, Claivaux, Gaillou, and Fontevrault, part of these young offenders have been set to work to cultivate the land, but from the defects of their construction, and the very high rents demanded for the land, at the two first-named prisons, the results have not been conclusive; but at Gaillou, and especially at Fontrevault (where the governor was able to obtain a farm of nearly 150 acres), the result in an economical and reformatory point of view has proved most encouraging.

In

In a few years 70 of these young prisoners, employed on the cultivation of this farm, have brought it to a remarkable state of prosperity; the greater portion of the 150 acres (60 hectare), that were left to their management, consisted of very inferior land, and had been left uncultivated, or covered with copsewood, of little or no value; the soil was generally stony, shallow and uneven; but by a good method of cultivation, and by turning to good purpose the work of 70 good and well-disposed labourers, applied to the same object for several thousand days, the directors of the establishment of Fontevrault have succeeded in bringing the whole farm to a better state of cultivation and production.

The young prisoners in this instance evinced the most willing eagerness, and did not shrink from the arduous task of clearing, trenching, and levelling it. They have trenched the ground to the depth of 20 inches. The produce of this farm, within the last two years, has not only paid the rent and the expense of cultivation, but has defrayed also the costs of the maintenance and instruction of the 70 lads employed in labouring upon it.

In a reformatory point of view, the moral conduct of these young colonists at Fontevrault has invariably been superior to that of those who are instructed in other branches of industry in the same establishment; indeed, such was the good conduct and zeal displayed for that work, that they have overcome a prejudice which the farmers of the neighbourhood had against them, as having been inmates of a prison; and they are now much sought after, and in many cases they are bound apprentices before the expiration of their sentence.

Lastly, of 210 young offenders detained at Fontevrault, had been restored to the common course of life, of whom 74 were taught husbandry, and 136 other branches of industry, there have been in the space of three years only nine recommittals, eight of which were of the manufacturing class, and one only of the agricultural!

Mettray and Fontevrault are then the types of the agricultural penitentiary system, as applied to young prisoners. We have detailed with great care what, in each establishment, proves the excellence of this system; but we must keep clear of all illusion, and our duty is to afford all the means which the Assembly can desire to come to a right judgment. At the establishment of Fontevrault, the result, in an economical point of view, has been extraordinary; and whatever ability the directors had displayed in the management thereof, it certainly could not have attained this fortunate result had it not been placed under particular circumstances.

That colony is merely one annexed to the "Maison Centrale," in fact it is established within its walls, and in many respects deriving benefits from its general expenditure.

Fontevrault contains a population of 1,800 prisoners; the colony therefore finds in it a considerable quantity of manure; and a market ever open to every description of its produce.

Finally, the colony of Fontevrault selects its 70 agriculturists out of 300 young convicts; and it is to be presumed that among them such are selected as are the most robust and the best taught.

At Mettray, the moral reform of these young men, and their reformatory instruction in the higher sense of the word, have been the grand objects of the founders; in the fulfilment of such a worthy object they have not always balanced too closely the produce and expenditure, nor have they grudged any costs in order to have with them such auxiliaries as were worthy to co-operate in their good work, but regardless of the expense, they have indiscriminately received all the children confided to their care, some of the tenderest age, others afflicted with serious diseases, and who were consequently unfit for the performance of any profitable work.

Lastly, with those first admitted, they had to make expensive experiments in agriculture, and for a long time, their limited cultivation of the land could not profitably employ the 500 young workmen whom they maintained. But Mettray has been blamed for something like luxury in its buildings, when, in reality, what has been construed as a luxury was only a display of good taste and elegance, perfectly in accordance with economy.

The Committee finds the whole cost of each of these houses that contain 40 offenders reached a sum of 325 *l.*, and the furniture for its class-rooms, dormitories, &c., does not exceed 20 *l.*; such figures must do away with all idea of luxury. It is true that Mettray is situated in a most remarkable spot of Touraine, and being surrounded by trees, gardens, &c., offers to the eye most lively and pleasing objects, for which one can hardly blame the founders; for it is these advantages that may have contributed to its prosperity, and to the success it has met with.

Nevertheless, the Committee is of opinion, that the external appearance of such abodes should be such as, without being repulsive, may mark them as houses of trial and correction, and add the power of impression to moral restraint.

To sum up, being convinced from our inquiry into all the facts, and the agreement of the results from every quarter, the Committee does not hesitate to give its opinion in favour of the agricultural penitentiary system, as applied to young offenders; and concludes that the division of these children into small numbers, and the employment of their time in agriculture, under firm religious and benevolent treatment, is the most certain mode of regenerating them.

It now remains to ascertain whether the Government should take under its charge the establishing and maintaining these penitentiary colonies, which the system adopted by the Committee will require; or if it prefers to encourage and aid, by grants of money, private institutions founded by benevolent individuals.

Appendix, No. 8.

For more than one reason it was thought desirable by the Committee that Government should first appeal to the zeal and benevolent feelings of each citizen, who has at heart to assist in the education and welfare of these young offenders.

The main object that society has the greatest interest in attaining, is to restore to an honest and industrious life such of these children as, through idleness and a bad education, are placed in a deplorable condition; and it will only be by an appeal to the finer sentiments of the heart that one can attain this noble end.

The authorities can introduce and put in force, in their own establishments, order, regularity, and proper discipline; but they cannot command the movements of the hearts of their functionaries, nor warm their souls with that religious zeal which can alone ensure success.

On the other hand, it is with great caution that we should propose for the State to engage in agricultural or industrial pursuits; for already the working of our administration is in an embarrassed state, and there would be danger of still greater complication should it attempt a number of agricultural experiments. In fact, it is doubtful whether the finances of the State would not suffer by it; such agricultural pursuits and undertakings require so constant and minute attention, that they will always do better under the care of an individual than when managed by the State; and the sum that the State would pay towards the support of these private establishments, for the maintenance of its young offenders, will be much less than if it creates, and keeps at its own cost, establishments provided with all the necessary buildings, and the other things indispensable for agriculture.

Even now, under a system that gives to the public authorities the entire care and instruction of these young offenders, the single fact that the Government has shown itself disposed to relax the rigour of its present regulations, and to allot a portion of these children to such associations or individuals as would undertake the care of them, has led to the formation of 15 of these establishments, containing nearly one half of the 4,761 young prisoners of both sexes. Ten out of these 15 establishments bring up their children principally to husbandry; and from the information which the Committee possess, they feel convinced that the principles put forward in the new law will stimulate private assistance to take an interest in these forlorn youths, and that new demands will be made to found institutions on the model of the farm of Mettray, encouraging the hope that the old houses of correction will in a few years be left empty.

But by the proposed law, now submitted to the Assembly, the Committee ought to provide for the case that the generosity of private aid may not be sufficient to provide for all these young prisoners. In that case it would be the duty of the Government to erect, at its own cost, one or two penitentiary colonies. These public establishments would at least have the good effect of testing the advantages or inconveniences as regards the question of economy; and would serve as points of comparison or as objects of emulation to the private institution.

Experience has shown that an excellent method of establishing among these young offenders a laudable emulation for their welfare and regeneration, is to classify them according to their good conduct; for the apprenticing those whose moral conduct seemed the most settled has always had the best effects. It encourages all the young prisoners to seek to be well thought of; and for those that enjoy the privilege, it serves as a useful transition between two different sorts of life; it puts their true character to the test; and prepares them to make good use of their freedom, when they have finally obtained it. This system the Commission proposes to recommend in its new law.

In justice to the interest of the children who are in the houses of correction, it is imperative that a distinction be made between those unfortunate children arrested for trifling faults, and those young prisoners of precocious depravity who have sometimes been guilty of murder, incendiarism, and the like; such, in fact, as are in general condemned by the courts of assize to an imprisonment of several years; and the Committee think it important for the not casting a moral disgrace upon the reformatory colony, and for the not exposing children of better character to dangerous associations, that those who are condemned for more than two years should be imprisoned in special establishments.

On the other hand, in the number detained in our penitentiary colonies, there will be, of necessity, a mixture of bad characters, on whose tempers no salutary treatment has effect; for those, more severe measures must be enforced, and they must be separated from a family of which they would endanger the peace and happiness by their bad example. To attain that object the Committee proposes, for the benefit of both classes of these offenders, to found in Algeria one or more correctional colonies, where, under a more strict discipline, and far from their country and homes, such of these offenders should be sent, and whose moral reformation should require a stricter treatment.

In the first place, they would have to undergo an imprisonment of six months; would then be set to works of husbandry. When they are liberated, inured to the climate, and accustomed to the culture of the African soil, they might find in that country employment for their labour and their practical knowledge, at once profitable to themselves and useful to the colony.

A bad education and precocious depravation fall also to the lot of the other sex; to enumerate only those young girls which are condemned to an imprisonment of more than one year, the Statistical Returns of 1849 show that they exceeded 706. It requires no

force

force of argument to show that public feeling and assistance should be extended to those unfortunate young girls, who have committed a first crime at that tender age when they could not discriminate between right and wrong. Their moral training is more important to society even than that of men; for the security for a good education and good moral training is chiefly in the hands of the mother of a family.

Here, as for the male class of juvenile prisoners, private and religious charity has taken the lead of the authorities. Several establishments have been the result of their efforts, in which the young women receive reformatory education of such a kind as to efface the traces of their first fault, and to strengthen them against those dangers that wait them when restored to society, provided, as they will then be, with the knowledge of the duties of household affairs that they have acquired in our penitentiaries.

Our solicitude for these young girls, deprived of domestic comfort, and exposed to the lessons of misery and vice, should inspire us with a tenfold interest in forming more of these establishments for their reception.

The information the Committee has gathered would lead them to believe, that if their proposed law be adopted, it will no doubt be the cause of giving further encouragement to private benevolence to come to its support; and, ere long, entirely free the State from the necessity of bringing up in its own establishments the young female prisoners.

Such, gentlemen, is the spirit in which the measure which we propose for the benefit of juvenile prisoners, and which we now beg to submit to your consideration, has been framed.

It is a most essential object of public aid and foresight, to assist the poor abandoned children who have been enticed to take the first steps in crime; to prepare them to re-enter life with their minds free from all the vicious inclinations that would ultimately cause their ruin; to restore them also to society as honest and industrious farm servants, instead of sending them back again to crowded cities, ready as they are to wage war against society and the law. In the limits assigned to us, the moral education, the great object of protecting and reforming of these young offenders, quite supersedes the question of their mere repression. It is beyond this that the penitentiary system commences.

Nevertheless, during the course of its inquiries as to the best and most suitable method for the improvement of young offenders, the Committee has been able to ascertain some facts, and has gathered from practical and experienced men some instruction extending beyond our projected law, which it thinks not advisable to omit altogether, but to notice at the end of its Report.

Those men who have devoted their existence to direct or inspect the prisons of the country, and who, under the impulse of a generous feeling, have devoted themselves also to reformatory education, are unanimously convinced that the system adopted at the agricultural colonies for young prisoners can likewise be applied to more than two-thirds of the adults, with good results as to their moral improvement, and without any danger to the public peace.

Certain it is that, at this present moment, there are in the "Maisons Centrales" more than 6,000, whose ages vary from 16 to 25, who, no doubt, have been guilty of various crimes punishable in the eyes of the law, but who, nevertheless, are not deeply versed in crime. Acts of rebellion, brawls, crimes brought on in a moment of frenzy or intoxication; petty larcenies, committed under extenuating circumstances and for the first time, these and similar causes of conviction often leave in the breasts of these prisoners good feelings, and a desire for repentance, and the wish to blot out a first crime by a future irreproachable life. This good disposition is more conspicuous among the young villagers who come within the category of our young offenders confided to our care; instead of leaving these young men to become criminal, without a hope of salvation in the "Maisons Centrales," how much more desirable it would be to form them into agricultural colonists, and give them habits for country life; where they would be encouraged to become honest and industrious working men; where their united strength would turn to the improvement of the soil and to the profit of the country.

Algeria, above all, requires working hands, the colonisation of which can only be carried on successfully by constant and arduous labour, of a kind generally distasteful to the free portion of that community. The Government have now within the walls of their houses of correction and prisons 6,000 strong and robust young men, who are full of anxiety to return to cultivate the fields, but who become enervated and depraved in the sedentary employments of their prisons, and whose labour is so unprofitable that the Government does not benefit 10 centimes per diem from each prisoner. Would it not be the interest of Government, and an act of humanity and foresight, to use this wasted power on some part of the uncultivated soil of Algeria, and to open to these men a prospect of an honest life, regained by their hard work and their repentance?

The Committee of Public Aid beg, therefore, to submit these considerations to the National Assembly; and in concluding its labours on the penitentiary and agricultural education for young offenders, it has thought it useful to add an expression of its views in favour of the adult prisoners who may also become reformed by a country life and labour.

The Proposed Law.

Appendix, No. 8.

ARTICLE 1. In each department of France, the protection of juvenile offenders shall be undertaken by the State; such protection shall be applicable, —

1. To minors imprisoned correctionally at the request of their parents, by virtue of Articles 376 and 377 of the "Code Civil."

2. To young prisoners having been acquitted by virtue of the Article 66 of the "Code Pénal," as having acted "sans discernement," without knowledge of right and wrong.

3. To young prisoners condemned by virtue of the Articles 67, 68, and 69 of "Code Pénal."

Art. 2. This protection consists in sheltering these young offenders from dangerous associates, either during their provisional imprisonment, or during their stay in the penitentiary institution; in taking care that they are instructed religiously, morally, and in some art or calling; and in affording them, when liberated, the protection of the State during a space of three years, at least.

Art. 3. A distinct part of the "Maison d'Arrêt" shall be allotted for the keeping of these young offenders of all grades.

They are to live together, under the rules of the silent system; means are to be enforced for their elementary instruction, and also to provide for their manual labour. At night they are to be kept separate.

Art. 4. Young offenders, sentenced to an imprisonment of more than six months, and not exceeding two years; and young offenders, acquitted as having been guilty, but as having acted "without discernment," are to be sent to a penitentiary colony, there to be brought up in association under strict rules of discipline; being employed in works of husbandry, and in the branches of industry connected with it. They are also to receive elementary instruction.

Art. 5. The penitentiary colonies shall be either public or private establishments. The public ones shall be such as are founded by Government, and of which it appoints the directors. The private ones shall be those founded by and regulated by private individuals, under the sanction of Government.

Art. 6. During the two years after the publication of this law, such individuals or societies as may be willing to establish penitentiary colonies for young offenders, shall apply formally to the Minister of the Interior for his authorisation, producing the plans, statutes, regulations, and other required documents.

The minister shall be enabled to contract with such of these establishments as are authorised for the care and the instruction of a fixed number of young prisoners.

If, at the expiration of the two years, the whole number of these young offenders have not been placed in private establishments, then other colonies for that purpose shall be established at the expense of Government.

Art. 7. All these penitentiary colonies are governed by a responsible director, approved of by Government, and invested with the same powers as the directors of houses of correction.

Art. 8. In each of these colonies there shall be established a council of surveillance, composed of a member delegated by the Préfet, of an ecclesiastic appointed by the bishop of the diocese, of two delegates appointed by the "Conseil Général," and a member of the "Tribunal Civil" of the district elected by his colleagues.

Art. 9. Young offenders in these penitentiary colonies may, by way of experiment, and under certain conditions, be provisionally provided with work, without the walls of the establishment.

Art. 10. On the Algerian territory will be established one or more correctional colonies for the reception,—

1. Of such young offenders as are sentenced to an imprisonment of more than two years.

2. Of those whose insubordinate disposition require their removal from the colony in France.

This declaration is to be made on the proposal of the director, by the "Conseil de Surveillance," and submitted for the approbation of the Minister of the Interior.

Art. 11. The young offenders in the correctional colonies will be, during the first six months, subject to imprisonment with solitary confinement during the night, will be under the silent system, and be employed in sedentary occupations.

After this lapse of time the directors may, if their conduct be good, admit them to the agricultural pursuits carried on in the colony.

Art. 12.

Art. 12. With the exception of the rules laid down in the preceding articles, those fixed by the spirit of the previous law for the penitentiary colonies are in a like manner applicable to the correctional ones.

The members composing the "Conseil de Surveillance" of these establishments will be five in number, and to be appointed by the superior authorities of the province.

Art. 13. The director is to render an account to the "Conseil de Surveillance" of all such measures as may be adopted in virtue of the Articles 9 and 11, prescribed in the present law.

Art. 14. The penitentiary and correctional colonies are under the special surveillance of the attorney-general of the district, who is to inspect them yearly.

They are likewise to be inspected yearly by one of the inspectors-general appointed to that duty by the Minister of the Interior. A report on the state of these colonies will be presented every year by the Minister of the Interior to the Assembly.

Art. 15. The rules laid down by the present law for the creating, directing, and superintending penitentiary colonies, are likewise applicable to penitentiaries for young girls, with the exception of the following modifications.

Art. 16. The penitentiaries shall receive within their walls,—

1. Minors sent there by way of correction, at the request of their parents.

2. Young girls under 16 years of age, condemned to a term of imprisonment.

3. Young girls acquitted of their first offences, as having acted without discernment, but not restored to their parents.

Art. 17. The young girls thus detained in these penitentiaries shall be brought up in association, and shall be employed in such work as is becoming to their sex.

Art. 18. The "Conseil de Surveillance" of these penitentiary establishments is composed of a clergyman, appointed by the bishop of the diocese, and of four ladies, delegated by the "Préfet" of the department.

The whole to be under the special inspection of a female inspector, appointed by the Minister of the Interior.

Art. 19.—1. All expenditure attending the formation and the keep of the correctional colonies, and all such like establishments serving for the use of the penitentiary system, and all pecuniary grants for private establishments in which are kept young offenders, shall be borne by the State.

2. The laws on departmental organisation will hereafter determine, if necessary, the manner in which the departments are to share in the maintenance of the young offenders.

Art. 20. The public authorities collectively will determine by frequent regulations,—

1. The system of discipline proper to put in force for the due punishment and instruction of these young offenders.

2. What plan to adopt for their protection after being liberated.

Note (A.)—The following are the Articles of the Penal and Civil Codes, referred to in the Report:—

Code Pénal.—Article 66. "Lorsque l'accusé aura moins de 16 ans, s'il est décidé qu'il a agi sans discernement, il sera acquitté; mais il sera, selon les circonstances, remis à ses parents, ou conduit dans une Maison de Correction pour y être élevé, et détenu pendant un temps déterminé par le jugement, et que toutefois il ne pourra excéder l'epoque où il aura accompli sa vingtième année."

Code Civil.—376. "Si l'enfant est âgé de moins de 16 ans commencés, le père pourra le faire détenu pendant un temps qui ne pourra excéder un mois; à cet effet le Président du Tribunal d'arrondissement devra sur sa demande délivrer l'ordre d'arrestation."

377. "Depuis l'âge de 16 ans commencés jusqu'à la majorité ou l'emancipation, le père pourra seulement réquerir la détention de son enfant pendant six mois au plus, il s'adressera au Président du dit Tribunal, qui, après en avoir conferé avec le Procureur du Roi, délivrera ou refusera l'ordre de l'arrestation; et pourra dans le premier cas abréger le tems de la détention requis par le père.

Appendix, No. 9.

PAPER delivered in by Lieutenant-Colonel *Jebb*.

Appendix, No. 9.

PARKHURST.

EXTRACT from the REPORT of the GOVERNOR, dated 10 January 1853.

Governor's Report.

IN submitting to you another Annual Report of this prison, I have much satisfaction in feeling enabled to make favourable statements under almost all the heads specified for my guidance in the 21st page of the Parkhurst Rules.

Conduct of Subordinate Officers.—The conduct of the subordinate officers (which is a feature of great importance in the arrangements of such an institution as this, as it must have a material influence on its success) has been generally creditable to themselves and satisfactory to me. The management of boys who, while at their various employments, at meals, or in recreation, are continually in association with each other, under the charge and superintendence of the warders, demands a combination of qualities in the character of these officers which it is not always easy to meet with. Much patience and temper to bear with the petulance and waywardness of youth; strict impartiality, and superiority to prejudice against or in favour of individuals, with an intelligent interest in the prisoners' employments, and a readiness to help them through their difficulties, rather leading than driving them to industry and skill in their work, should be manifested by each officer in his intercourse with those under his charge.

Number of Prisoners.—The daily average during 1852 was 563. The total number of individuals imprisoned here in the course of the year was 722, made up thus:—

At Parkhurst on the 1st of January 1852	558
Received from Millbank Prison	163
Ditto from Reading Gaol	1
	722

The number disposed of last year was 186:

Embarked for Van Diemen's Land	81
„ Western Australia	1
Transferred to Public Works at Portsmouth	44
„ „ Portland	20
„ „ Dartmoor	12
Transferred to Pentonville Prison	10
„ Millbank Prison	4
„ Stirling Castle Hulk	1
Pardoned	4
„ on medical grounds	1
Died	8
	186

The number remaining, therefore, on the 31st December was 536.

Employments.—The general employments of the prisoners were the same as in the preceding years. Most of the boys in the general and junior wards were occupied in agricultural labour during all the fine days, but a sufficient number were employed in the workshops to keep up the manufacture of clothing, boots and shoes, and the preparation of materials for repair or alteration of the prison buildings. The bread required for use in the prison was made and baked, all the provisions cooked, and the linen and bedding washed and mangled, by prisoners' labour. A large number of tiles for draining and roofing, and of bricks for building, were made and burnt on the premises.

A line of farm sheds for storing roots, and for placing tools and implements under shelter, has been erected. The cow-house has been greatly improved and somewhat enlarged, as proposed in my last year's report, and is now found to be very convenient.

In all these works prisoners have been employed, as bricklayers, masons, carpenters, and labourers.

Draining to the extent of 12½ acres has been carried out, and the work done thoroughly well. The draining and trenching of our land has improved its condition to a very remarkable extent, and the application of manure and ashes obtained from the adjoining barracks, as well as from the prison and farmyard, has enabled us to raise crops, superior to the average in quantity and quality, of mangold wurtzel, turnips, carrots, parsnips, onions, cabbage, wheat, and barley. Our potato crops were not more successful than those on other farms;

farms; but of beans and flax, which were grown as experimental crops on a small scale, we had satisfactory produce. Appendix, No. 9

During the winter evenings and wet days a large number of worsted socks for prison wear have been knitted.

The hours of labour were, as in the preceding year, from 8 till 12, and from 1 till 6 P.M.

Conduct of Prisoners.—The general conduct of the prisoners during the past year has been good.

In my last report, pages 61 and 62, I stated that the direct incentives to industry and good conduct which were granted to prisoners here from the 1st April 1851, in the form of extra diet on Sundays, permission to correspond with their relatives, and a small amount of weekly earnings placed to their credit, had been productive of a marked improvement in the conduct of the prisoners during the last nine months of that year. A return which I am enabled to append to this report will show that the same routine, with the same indulgences, followed out during the whole year 1852, has been attended with even more satisfactory results. The proportionate number of instances of misconduct in the general wards has been reduced to the ratio of 17 to 21 as compared with 1851, and of 2 to 7 as contrasted with 1850; while the proportion of prisoners not reported at all during the year has been augmented to the ratio of 3 to 2 as compared with 1851, and of more than 3 to 1 in comparison with 1850. The numbers showing the reports for misconduct in the general wards include many cases of trivial character which were disposed of by admonition merely, without any punishment. Of this class there were 129 cases in 1852, so that the number of punishments was only 579.

In the junior ward the improvement in general conduct was not less remarkable, and the number of prisoners not reported at all bears a very high ratio in contrast with any one of the three preceding years, 98 boys not having been punished for any misconduct in the prison, and 171 not having any report against them from the school.

In the general wards, 287 prisoners, more than two-thirds of the total number, had no report at all against them for misconduct; 41 others were only reported once, 18 were only twice reported, and 10 three times; while 166 offences were committed by 12 individuals.

Escapes.—Only four prisoners passed the prison boundary attempting to escape. These boys ran from the labour parties on the land. They were almost immediately retaken and brought back to the prison. The first occurred early in January; the others in July.

Observance of Rules.—The periodical inspections of the Visiting Director have made him fully acquainted with all the management of this prison; and I am not aware that any abuses have existed, or that any departure from the rules, unknown to him, has occurred.

EXTRACT from the CHAPLAIN'S REPORT.

Parkhurst Prison, 7 January 1850.

THE tales of woe I hear from these poor orphans are such as would rend any heart, and such as sometimes make me indignant that affluent England, which with so much generosity cares for foreign distress, should leave these helpless ones to grow up in ignorance and sin, to thieve for their bread, and at last to be stamped with the brand of a convict; not now to mention other consequences more disastrous than even these. Their pitiable cas

120 out of the 160 had had the privilege of instruction in national, British, and other day schools for periods ranging from three months to ten years. The remaining 40 never received any school instruction except in prison; and when I add that it was there that they were first decently clothed and otherwise cared for, the melancholy reflection presents itself that there should be those of our fellow-subjects, and who are likewise our brethren, so low in the social scale that the prison is a rise to them, and whose only opportunity of improving their condition is to resort to a course of crime. How many had been to day school

The large majority of these new boys that have been educated, as it is called, in day schools, corresponds with my experience in former years, and is certainly a significant fact. It shows that three-fourths of our prisoners are not from the lowest classes, for the parents of 120 out of the 160 were able to pay for their children's schooling. It proves, too, that the education required to prevent juvenile crime is not merely the daily instruction given in a school-room, for three-fourths of our prisoners have had that, but it is the discipline of the heart, the inculcation of holy sentiments, and the training, from the earliest years, to religious and moral practices; and this is the work more of the parents than the schoolmaster.

110 had been scholars in Sunday-schools, some of them for years, others but for a few months. How many had attended Sunday schools;

As many as 22 had been scholars in ragged schools. Only one, however, had been so favoured for a year; the others had attended for less than six months, and some for a few weeks only, or even days. And ragged schools;

Six had been inmates of the Philanthropic Farm School at Red Hill, for periods of from one year to three years and a half, showing that even that excellent institution, with all its advantages, cannot ensure the reformation of all who are brought under its kind and wholesome influence. And had been to the Philanthropic.

Causes of crime: Starvation.

18 only had resorted to thieving on account of starvation. The poor have food in greater abundance than formerly, and temptation to crime arising from this cause is becoming lessened.

Bad company.

129 attributed their fall into thieving to bad company; and I beg again to call special attention to this cause of demoralization and crime, for it is the more powerful and ruinous because little or no notice is taken of it. The downward road to juvenile delinquency is soon described. In those cases where the parents are living, the first step is through their neglect; the next is idling in the streets; then entering the public-houses, those curses of our country, which are everywhere so fearfully numerous; after that, visiting the theatres and places of low amusement. An appetite being created for these pleasures, and those who are already criminals being met with in these places,—they are the recruiting houses,—innocent lads are enticed to acts of theft in order to obtain these amusements and live in idleness. By one or another of these means, juvenile criminals are manufactured by hundreds every year, representing a loss to the country of several thousands in money, and a far heavier loss in the good order, the morality, and the stability of the community at large.

How many from towns and cities; and from country places.

By the side of the above particular, it may be well to record another; 150 out of the 160 came from cities and large towns; five came from small towns, and five from rural places.

Their wicked disposition.

Their immoral disposition and practices I will not report upon any further than to say that there are few, if any, sins which can be committed by human beings which the generality of our young criminals have not fallen into again and again, until they have become dyed through and through in transgression, and it is only those who engage in such a work as ours that can conceive its difficulties, even with all the helps which the Gospel affords.

How many times they were imprisoned.

The following table will show how often they were imprisoned before their sentence to transportation:—

Number of Boys.	Times In Prison.	Total Number of Imprisonments.
19	0	0
21	1	21
29	2	68
34	3	102
17	4	68
9	5	45
14	6	84
7	7	49
1	8	8
2	9	18
1	10	10
2	15	30
1	16	16
1	18	18
1	21	21
1	25	52
160		573

Probationary ward.

School of the Probationary Ward. The alterations in the routine and discipline of this ward and school continue to work well; and as we have now had the experience of one clear year to observe their results, I beg leave to report what they are.

Change of routine. Good effects enumerated.

The progress of the prisoners in learning is greater. This, in part, is the natural effect of their attendance at school every day in the week during their four months' probation, instead of three days, as before.

The number of offences among these boys is greatly lessened. Taking the school only into consideration, the number of them is increased, as was expected, for the time they spend there is doubled; but for the same reason the number of offences in the ward has decreased. Taking, however, both into consideration, and including the whole time spent in this class, which is the only correct way of reckoning, the number of offences has gone down full one-half.

But a better and more decisive result than any other is, that the boys are far better prepared for the association and temptation of the other wards to which they are transferred when their probationary career is over, and many more than formerly stand against them. They are besides more fitted to enter at once upon the course of labour to which they are appointed immediately after their transfer takes place.

In conclusion, I would add that the discipline and instruction of this ward and school are a valuable commencement and auxiliary to the reformation of our prisoners.

Schools in the general wards.

Schools of the General Wards.—While there are individual boys in these schools who are so obtuse that they cannot learn, or so idle that they will not, the generality of them have made good progress during the past year. To say that it is as much now as formerly, when they attended school oftener, would perhaps be too much, but it can be safely affirmed

affirmed that it is greater in proportion; and the lessening the time spent in intellectual instruction, and applying more to industrial occupation, has, in my judgment, had a very beneficial effect. This is no more than was anticipated by me, and my experience here, as well as my observation elsewhere, convinces me that industrial employment ought to be part of the routine of every school intended for the working classes. Appendix, No. 9. Excellence of industrial measures.

On the scholastic state and progress, both of the prisoners who have left us, and of those who are still with us, I beg to refer to the Tables contained in the Appendix, which will give full information on all points. The results which they show are perfectly satisfactory to me, and prove the zeal and diligence of my colleagues in the schools, who continue to labour harmoniously with me in the responsible work confided to us. Progress in learning.

Evening School.—This school is held every evening except Sunday, by two of the masters, from seven to eight o'clock, and none are admitted to it until they have been in the general wards for four months, nor even then unless they are supposed to have arrived at a certain standard of good conduct. Evening school.

Moral and Religious State of the Prisoners.—Bearing in mind my observation in the last paragraph but one, I have to report very highly of the orderly and good conduct of the generality of our boys, and of their attention to the rules of the prison. Leaving out of consideration altogether the long training which our boys have had in evil practices, and thinking only of what human nature is, I suppose I must never expect to see a better moral state to prevail than that which now exists; and while I must again say that much of this is due to the late alterations, yet I cannot pass by this opportunity of observing that much is also due to the subordinate officers of this establishment, including all their grades and departments; and I am far from being insensible to the advantage of labouring in conjunction with so respectable a body of men, who are, I believe, one and all, anxious to add their quota to the accomplishment of our great object, that of rendering the poor boys sent here fit once more for a place in honest society; and as a minister of Christ I often feel grateful for the support which I know they give to my ministrations in that gospel which is the one instrument of a sinner's conversion. Moral and religious state of the prisoners.

The religious state of the prisoners must not pass unnoticed; and while I would speak of this with all proper caution, I would not do it with a hesitation which might be taken to indicate that we have none of those fruits here which are deemed decisive proofs of real piety everywhere else, for I am thankful to Almighty God that we have them, and that in no small degree. When I see that an entire alteration has taken place in the conduct and temper of a prisoner, when in my private intercourse with him I observe proofs of conviction of sin, and I listen to the earnest inquiry, "Sir, what must I do to be saved?" when a humble profession of religion is made, and a correct course of conduct persevered in, notwithstanding the persecutions which are sure to be met with, am I not entitled to conclude that such a one is a new creature in Christ Jesus? It is due to that Gospel which He has given me to preach that I should testify to the existence of these proofs in this place, and which show that even here it is not preached in vain, but that it actually is the power of God unto salvation.

While I take every pains to beget and cultivate personal piety among my youthful but fallen flock, I am most careful not to give any encouragement to that religious trickery which shows itself chiefly in pious phrases, a whining voice, and a demure countenance.

The daily exposition of Scripture continues to be listened to with attention by the prisoners; and in order to keep their interest ever alive, I take care and not leave the exposition to random remark, and to bring it down to the level of their capacities by using language and illustrations which they can understand; and well am I rewarded by the fact that these poor lads have an excellent acquaintance with the doctrines and precepts of our holy religion.

My personal, and, in some sense, familiar intercourse with my flock, continues to be to me the most gratifying part of my duties. It is then that I get into their spirit, and worm out their individual trials and temptations,—then that I can apply the Gospel remedy to the case of each lad,—that I can listen to their regrets on account of past conduct, and to their little tales of home scenes and recollections. It is there that I can calm the troubled mind, and cool the fiery temper, roused by an imagined injustice,—and then that I sometimes see the hardened quail under those revealed reproofs from which they would escape if they were administered to them only in the mass. But for this kind of intercourse I should feel that my office was comparatively useless, just as labour in a young plantation would be all but useless if each plant were not properly attended to.

The regulations laid down for the guidance of the Chaplain's department have been faithfully carried out during the past year.

In conclusion, I would express the continued interest which I feel in the good work committed to me in this national institution.

TABLE I.—Showing the Progress in Scholastic Attainments of 145 Prisoners removed from the Senior Schools of *Parkhurst Prison* during the Year 1852.

Number of Draught.	Number of Boys in each Draught.	DATE OF REMOVAL.	ATTAINMENTS.	READING.					SPELLING.					WRITING.					ARITHMETIC.					Scriptural and General Information.				
				Well.	Tolerably.	Imperfectly.	Scarcely at all.	Not at all.	Well.	Tolerably.	Imperfectly.	Scarcely at all.	Not at all.	Well.	Tolerably.	Imperfectly.	Scarcely at all.	Not at all.	Higher Rules.	Compound Rules.	Simple Rules.	Simple Addition.	None.	Much.	Considerable.	Some.	Little.	Scarcely any, or none.
I.	19	2 March	At Reception	–	2	9	5	3	–	–	11	4	4	–	3	6	5	5	–	2	4	2	11	–	–	1	5	13
			At Removal	9	7	3	–	–	7	7	5	–	–	7	8	4	–	–	8	8	3	–	–	1	6	8	4	–
II.	20	19 August	At Reception	1	6	4	3	6	–	2	8	3	7	–	–	8	6	6	–	2	–	3	15	–	–	2	5	13
			At Removal	9	7	4	–	–	7	4	9	–	–	8	9	3	–	–	10	5	5	–	–	1	6	7	6	–
III.	12	13 October	At Reception	–	1	6	3	2	–	–	6	4	2	–	–	5	4	3	–	–	–	–	12	–	–	–	3	9
			At Removal	7	5	–	–	–	3	8	1	–	–	3	9	–	–	–	8	3	1	–	–	–	5	4	3	1
IV.	10	Various Removals	At Reception	–	1	4	4	1	–	–	3	3	4	–	–	4	2	4	–	1	1	2	6	–	–	–	2	8
			At Removal	2	2	6	–	–	–	2	6	2	–	1	3	6	–	–	2	3	4	–	1	–	–	3	6	1
V.	84	At different times to other Prisons	At Reception	–	16	39	18	11	–	6	36	25	17	–	5	39	28	17	3	2	8	22	49	–	–	5	35	44
			At Removal	49	24	9	2	–	32	25	23	4	–	34	40	9	1	–	45	20	17	2	–	3	32	25	20	4
	145	GRAND TOTAL	At Reception	1	26	62	33	23	–	8	64	39	34	–	8	62	40	35	3	7	13	29	93	–	–	8	50	87
			At Removal	76	45	22	2	–	49	46	44	6	–	53	69	22	1	–	73	39	30	2	1	5	49	47	39	5

Henry Smith, Chaplain.

Appendix, No.

EXTRACT from the Report of the Chaplain of the Junior Ward.

To the Directors of Government Convict Prisons.

THE conduct of the prisoners during the year has been very satisfactory. The great improvement which commenced under the alterations made in 1849 has continued to progress up to the present time, a further evidence that industrial employment is a great handmaid to secular and religious education in reforming prisoners, and fitting them for a better class of society than that in which they have passed the earlier period of their life. There has been no general insubordination in the prison; no combination to resist authority; order and tractableness have prevailed much more than I have experienced in any former year. Some few have obstinately withstood rule and authority, counsel and persuasion, thereby giving much trouble, and obliging us to resort to repeated punishment, a mode of discipline we avoid as much as possible, but which we are sometimes necessarily compelled to adopt. No punishment is ever awarded except by the governor or myself, nor without great carefulness and deliberation, that every offence may be dealt with according to the circumstances of the case and the disposition of the prisoner. Most of our offences have been committed by prisoners of the first year's standing; about the second year they generally begin to feel that we are interested in their welfare, and that it is for their own good that a strict but salutary discipline is continually observed, and that privileges and advantages keep pace with good conduct. Conduct of the prisoners.

The prisoners have acquired much more industrious habits; they work more cheerfully in the fields; our reports for idleness and indolence in that department have very much decreased. The larger proportion of offences is from the tailors' shop, where one class, consisting of one-fourth of the prisoners, is daily employed. The monotony of this occupation is wearying to these youths, and not unfrequently influences their tempers. Their chief offences are talking, which, when checked, very often grows into insolence, for young as they are, they are very expert with the tongue, and exceedingly irritable in their tempers, so that great tact and experience are necessary in dealing with them, that the little spark may not be fanned into a flame; yet so petulant, obstinate, and irritable are many of them, that nothing will curb them till they have been taught and convinced by experience of the evil resulting from an unsubdued temper. It is therefore of the greatest importance that those who have the immediate charge of these youths should possess no ordinary qualifications. The class of criminals who come to this prison have been well trained to every kind of vice; deceit, lying, dishonesty, and insolence are prevailing features in their characters; therefore the most careful and judicious treatment, together with the inculcation of right principles of morality and religion, will alone counteract this evil; and by patient continuance in this good work we hope, under the Divine blessing, to succeed in a very great measure. The commonest truths of religion they have been as ignorant of as if born in a heathen land. Thus have these unfortunate youths been left exposed to the temptations of evil companions more matured than themselves, who are everywhere prowling about seeking whom they may ensnare in their nets, to lead into the paths of infamy and vice; and easily do they fall victims to those enemies of God and man. Thus led away from the parental roof, the fear of returning to their home again makes their downward path more easy, till, plunged into the very depths of iniquity and vice, they cease to regard crime as an evil, or at least begin to look upon it as a necessary one, which they cannot avoid. Such are the characters with whom we have to do, but had some earlier means been adopted, and the axe laid at the root of the tree in good time, these unfortunate youths might have been saved from the degradation to which they have brought themselves, and from the stigma of transportation, with which they are branded for life. Prevention is at all times better than cure. However, the best that can be done for them now is done, and, I believe, with great success. I consider, under existing circumstances, that the system pursued at Parkhurst is admirably suited to their necessities. The following Tables will show how very much the conduct of the prisoners has improved during the past year, while there has been a proportional improvement during the two years preceding:—

27	prisoners	reported once.	2	prisoners	reported 19 times.
11	,,	twice.	1	,,	20 ,,
8	,,	3 times.	2	,,	21 ,,
11	,,	4 ,,	1	,,	23 ,,
12	,,	5 ,,	2	,,	24 ,,
4	,,	6 ,,	1	,,	26 ,,
5	,,	7 ,,	3	,,	28 ,,
5	,,	8 ,,	2	,,	29 ,,
2	,,	9 ,,	1	,,	30 ,,
5	,,	10 ,,	1	,,	33 ,,
4	,,	11 ,,	1	,,	34 ,,
7	,,	12 ,,	1	,,	38 ,,
3	,,	13 ,,	1	,,	43 ,,
1	,,	14 ,,			
2	,,	15 ,,	129	reported.	1,124 offences.
1	,,	16 ,,			
2	,,	18 ,,			

Appendix, No. 9.

I unhesitatingly state that I have never seen in any school (and I have been officially connected with many) such uniform steadiness of conduct, and diligent attention to the instructions of the masters. Though I visit the schools every day, I do not remember having once observed disorder or inattention during the year; and on the Sabbath day, when the whole prison is assembled, morning and afternoon, for scriptural and catechetical instruction, general order prevails. Formerly we have had more trouble with the boys on this than on any other day. I consider that there cannot be a more decisive proof of the great improvement in the prison than this change.

I take a class of 20 boys every Sabbath evening, and examine them in Scripture and the Church Catechism, giving them also some general advice in a familiar way. This I confine to the boys in the evening school, dividing them into five classes; I find it a useful help to the other means employed for their instruction.

Evening school.

The evening school is still continued, and with much advantage, as an encouragement to the boys. It is open for an hour every evening in the week, under the superintendence of one of the masters. None are admitted but those of very good conduct, having badges. The average attendance during the year has been about 108; more than one half of the junior prisoners. They are also privileged to write letters to their parents once in three months, and receive letters in reply,—a privilege greatly valued by them, and beneficial to them in many ways.

I have much gratification in stating that the schoolmasters, warders, and assistant warders, with some slight exception, have given very general satisfaction in the zealous discharge of their respective duties.

Extract fom the Report of the Steward.

Parkhurst Prison, 10 January 1852.

Brickyard.—The operations in the brickyard have been carried on with spirit and alacrity during the year, and a very creditable amount of work produced; a decided improvement has been made in the quality of the ware, which is especially noticeable in the bricks and field drain-tiles.

The daily average number of prisoners employed was 19, and they made during the year,—

Bricks (for building purposes)	140,000
Large (9-inch) drain-tiles, ditto	1,260
Pantiles ditto	6,100
Large and small field drain-tiles	83,500
Small drain-pipes	4,100
Ridge tiles	1,200

The following table will show the average number of prisoners employed at each trade in the manufacturing departments during the year; viz.—

Tailors	38
Shoemakers	26
Brickmakers	19
Washers	10
Bakers	3
Cooks	8

Gas Works.—The gas works were in full operation during the year, and the whole establishment has been lighted up in a very effectual manner. Two prisoners were generally employed under the gas maker in stoking, cleansing the purifiers, charging the retorts, and doing the ordinary work of the yard.

Agricultural Department.—The necessary farming operations were carried on during the year in a most satisfactory manner, the main body of the prisoners having acquired a fair knowledge of field and ordinary farmwork; and, upon the whole, it is very satisfactory to me to state that, with few exceptions, the prisoners did their work steadily, cheerfully, and industriously.

Since the completion of the farm buildings, we have considerably increased our stock, especially of pigs. The party of prisoners entrusted with the duties of the farmyard have been constantly employed there, and their work has consisted chiefly in feeding the cattle and pigs, milking the cows, cleansing the cow-houses, pigsties, yards, &c., and a variety of work necessarily connected with the care of cattle and the duties of a farmyard generally.

Considerable loss was sustained by the almost total failure of the potato crop by the blight. All the other crops, root as well as grain, have turned out exceedingly well; indeed, they may be said to have been abundant. As an instance, the mangold wurzel averaged above 43 tons per acre upon the whole crop; the wheat seven quarters per acre, &c., which I attribute to the superior value of spade husbandry, complete draining, and the careful application of the sewage (liquid manure) from the prison and barracks, farmyard, and every other available source.

I should not omit to mention that, in accordance with Colonel Jebb's wish, we grew about three acres of flax, which has proved to be an excellent crop of first-rate quality; and I believe that if we had the means of preparing it (even if it were only so far as to render it marketable in its first stage) we should find it not only a means of furnishing profitable

profitable in-door employment for the prisoners in wet weather and during the winter months, but it would be found to be a fair paying crop. Appendix,

Building Department.—The prisoners employed as mechanics have rendered very valuable assistance in their respective trades during the year, and have been employed as follows:

The completion of the C ward dormitory, which has been fitted up with corrugated iron divisions, doors, &c. in a very convenient and durable manner.

Erecting a long range of buildings from farmyard to bailiff's house; fixing two large root stores, with dry stores over, a cart shed, and a tool and implement house. The whole of which was principally built by the prisoners of bricks made in the prison brickyard, and the roof covered in with pantiles also made upon the premises.

Taking down and rebuilding cowhouse, and fitting up the same in a superior and convenient manner.

Building a range of new privies with means of flushing for the use of the general wards and the prisoners of the C ward.

Taking down old cook-house and scullery, and removing a large quantity of earth from the site of these buildings to form new parade.

Fitting up new cook-house; fixing steam boilers and cooking apparatus from old kitchen. New tables.

The average number of prisoners employed upon these works was as follows:

Carpenters	10
Painters, paperhangers, and glaziers	3
Bricklayers and masons	11
Bricklayers' labourers	24
Smiths and engineers, &c.	3
Sawyers	2

In reviewing the year's operations as connected with the character and extent of the work executed by the prisoners employed upon the various works, I cannot forbear to remark that not only has a proportionably large amount been executed, but we have had many gratifying proofs of the interest shown by the prisoners in their work.

Appendix, No. 10.

PAPER delivered in by *Richard Mouckton Milnes*, Esq., M. P., 15 April 1853. Appendix, N

Wakefield House of Correction,
1 March 1853.

Dear Sir,

When I had the pleasure of some conversation with you the other day on prison discipline, I mentioned that a brother chaplain had recommended me to write to Mr. Baines, the Chairman (I think) of the Committee of Inquiry into the subject of Juvenile Offences. I once thought I would do so, but have now given up my intention, feeling some delicacy in writing to one with whom I am not personally acquainted, and who may not care to read my letter.

As you were so good as to say that you should be glad to have in writing the opinions I expressed, I have determined to write only to you on the subject.

I do not presume to think that anything that I shall say will tend to throw any new light on a question of so much difficulty, as that of reforming juvenile offenders. As, however, I feel desirous to see some steps taken which, possibly, may more effectually check the increase of crime among the younger portion of our population, I shall be satisfied if, in giving you my experience of many years, as chaplain in this prison, I shall in any degree confirm the opinions of those who, having turned their attention to this question, are convinced that some better reformatory system might be tried, with every prospect of a beneficial result.

Though I have at different times been advised by friends to make long statistical reports, and write more on prison matters, I have avoided doing so as much as possible, and do not think that I shall, myself, make public what I now write to you. If, however, you find anything in my letter deserving your notice, you are at liberty to make what use of it you may think proper.

I do not of course enter, at present, into the whole question of prison discipline as regards adult prisoners, or give an opinion as to the effects of the separate system, or of transportation, as carried out under the ticket-of-leave system. I do not enter into the question whether a better classification of prisoners might not be made in our gaols, especially if they are to be confined for long periods at home, instead of being transported; or say anything as to any plan for assisting deserving prisoners on their discharge, though I am still of the same opinion as I was a few years ago, when I suggested, in my annual report, that I thought something more might be done, in many cases, to prevent prisoners becoming again dishonest. I merely state, as shortly as possible, the view I take of what a prison, generally speaking, should be for grown up persons.

Appendix, No. 10.

I conceive, then, that punishment, and strict discipline over the body and will, together with hard labour of some kind, should be the distinctive characteristics of a prison.

Religious instruction should be given; and such arrangements be made, that prisoners who are unable may be taught to read, and understand what they read; and in some cases to write and account also.

But still a prison should be a place of terror to evildoers, to prevent, if possible, those who have been convicted from again returning, and those who have not been in, from entering within its walls. Not a place where a trade merely shall be learned, and money-making be the chief object, or where an education may be gained, and the vicious made more comfortable than the honest poor of the land; but where, first, there shall be some irksome labour of the treadmill or crankwheel, and a corrective discipline, and then other arrangements as to their own or other useful work in their due order and proper place.

If this be a correct opinion, and severe labour and strict discipline in a prison be the best suited to adult offenders against the laws of God and man, then for that reason should I argue that it is not the best system to reform and train up juvenile offenders for a better or more useful course of life. I need not say anything of the bad effect of mixing boys with adults in making them more bold and confident, and giving them the idea that they are little men.

The chief evil of a strict prison discipline is this, that no full scope is given for the moral training, and drawing out the better feelings and affections of the young heart. For example, the juvenile offender is placed in the prison cell; he is strictly inspected, to prevent all communication with his fellow-prisoners, when he goes to the chapel, to the school, or to take exercise. He has, therefore, no opportunity for self-control; there is no test, by which he may show whether he is morally improved, or giving any reasonable hope that he can withstand the temptations he will meet with when discharged. It is true, that when he enters into his cell, and finds himself alone, his spirits are cast down for a short time, and he feels sad and troubled. In a few days he seems quite at home; he soon falls in with the discipline, and, to all outward appearance, seems orderly and improved. But all the time, though he remains for months, the heart has not been reached; his imprisonment has produced no effect on his moral character or conduct, and he is as little influenced by the love and fear of God as when first committed. And how do you account for this, it may be asked? Because, I should reply, a strict system of prison discipline gives not a fair opportunity to those who have to instruct, or take care of juvenile offenders, to draw out or influence the moral and intellectual powers of the young head and heart. As I observed before, he submits to authority, from fear or self-interest; he will tell you how sorry he is, that he shall take his imprisonment as a warning, and he promises great things for the future; but there is no real reformation. He is sorry because of the punishment that he has to suffer; but all his promises, and all his resolutions to amend, being formed in the absence of all temptations to do wrong, are soon forgotten and broken, and end in his return, when liberated, to his former associates and evil habits, and, in too many instances, in his recommittal to prison.

From the opportunity I have had of judging of boys, placed under the system of separate confinement, the same as adults, I have long ago been of opinion that it is not effectual in eradicating the seeds of vice that are beginning to germinate in the young heart, or morally to influence, as could be desired; and that as a deterring power, it seems to have failed altogether, judging from the frequent recommittals, and the little fear and sorrow with which boys return to prison.

A few years ago, in my annual report, I expressed the opinion, that in order to prevent the increase of crime among boys, and the continual recommittals, and the better to reform juvenile offenders, something more seemed necessary to be done than possibly could be effected by the mere punishment of a prison. That there was every reason to hope, that, in many instances, boys might be reclaimed from vice, were some establishment formed of an industrial and reformatory character, into which those, who were willing, might enter on their discharge; or those might be sent, for whose admission the consent of parents or poor-law guardians should be obtained when necessary, and towards whose support something weekly should be paid, lest such an institution should be abused by unnatural parents, or too careful unions.

Further experience has only strengthened the opinion then formed, and as soon some great change must necessarily take place with regard to the punishment of criminals, since it is decided, in a great measure, to do away with transportation, I trust the time has arrived when arrangements will be made to separate juvenile offenders under 16 years of age from adult prisoners, and when they will be placed under some system better suited to that period of life. I do not know any subject that requires deeper consideration, or is beset with more difficulties than that of the prevention of crime among children, and the reformation of those whom it is necessary to punish in some way or other. I had for many years the care of boys in my own house, and I know well the difficulty of uniting strict discipline with judicious kindness among youths of one's own class in life, so as to keep good order, and teach obedience, and at the same time draw out the better feelings and affections, and educate the faculties and understandings, and to train them in the right way, that when older they shall not depart from it. How much more difficult the task, when you come to propose some plan, not merely for the education and moral training of the working classes, who, generally speaking, are taught so little of self-restraint and obedience at home, but to legislate for those of that class who have already become hardened in vice, or who by ill-treatment or neglect of parents or masters, are beginning to enter evil ways. Those boys who have already proceeded so far as to make thieving their business, find a charm in their evil

evil course of life from its freedom and excitement, which it is almost impossible, by any means, to break, and soon become bold and independent in spirit, self-willed, and impatient of restraint; and those less vicious, or only just being led away into crime, are often, from being uneducated, neglected, or ill-treated, spoiled in their dispositions and soured in temper, requiring much time and patient care to restrain and alter. I am not so sanguine as to expect that any plan, however perfect, will reform the majority of juvenile offenders, at all events, of the present generation. Nevertheless, I have some hope that great good might be done were boys sentenced to be confined in suitable places for longer periods, and were they, on their discharge, separated from old scenes and former companions, and placed in some situation at home or abroad, where there would be a chance for them to become honest, and gain a livelihood.

Since, then, prison discipline has not altogether answered the end desired, as regards boys, would there not be wisdom in separating juvenile offenders from adult prisoners at once, and placing them in some establishment by themselves?

It is necessary, of course, that boys should be punished, as well as have a better moral training, and be taught some useful employment. Suppose, therefore, a building were erected in a proper situation, in the country, in which there should be two departments, distinct from, and somewhat different from each other in discipline, though under the same governor, the one part being of a more severe and penal character; the other less strict, and uniting a happy system of rewards and punishment, where there would be a greater freedom of will, and an opportunity given for the better feelings and affections and moral faculties to expand, and for the intellectual powers to be cultivated, and where domestic and industrial habits would be taught.

Into the first let all boys be committed for 6 or 12 months (when it is necessary to punish for their crimes), as the case may require; here they would be taught to know that they deserved to be punished for their offences, and be made orderly and obedient; and, at the same time, would have the hope, to encourage them to good conduct, of being transferred to the other, where they would be better cared for, and have more advantages. Into the second let them be admitted, according as their conduct might be in their probationary state; and when placed there, let it be with the understanding that their continuance there depended in some measure on themselves; here they would have, on the one hand, the fear of being sent back acting as a salutary check upon them; and, on the other hand, the greater kindness now shown them, and the care taken to teach them in all things good and useful, would encourage them to improve and be well conducted.

Taught to feel that God's eye was upon them, and to love and fear him; properly classed and placed in such numbers together under judicious warders, so as to have to meet with the petty trials and temptations of social life, and to learn to discipline their wills, and to exercise self-control, and taught some useful employment, they would have an opportunity given to master their evil propensities, and to be trained up in virtuous and honest principles and industrious habits.

In order to prevent crime among those at liberty, boys who are running about neglected by parents, and who live by begging and stealing, might be committed to the training school of the establishment to save them from becoming confirmed thieves, parents being made to contribute something weekly for their maintenance. In this part also boys belonging to union workhouses, where the moral training is very defective, generally speaking, might be sent at the expense of the said unions. If to this an objection were raised, that you would be placing innocent boys among thieves and those suspected of being so, it might be met by this answer, that all boys who have been discharged from prisons, are now taken in workhouses, when destitute, if they apply for relief; and that from the watchful superintendence, and better arrangements of such a system, less evil would arise from sending boys from the workhouse to such an asylum, than receiving boys from a prison into a workhouse. In an establishment of this description, where moral training should emphatically be the object aimed at, might not the governor with advantage be a clergyman? I have sometimes thought that if a clerical president were appointed to a reformatory school of this kind, together with a layman as deputy governor, to carry out the discipline and other arrangements under him, and also a steward to manage the pecuniary and other duties of that office, that there would be given to it a religious character, which to a certain extent it should bear; that would have a beneficial influence in a moral point of view, both over the officers appointed to carry out the rules, and the boys compelled to submit to its discipline.

I have now written a letter sufficiently long on this subject. I fear you may think it much too long. Should this be the case, then I must ask you to receive this assurance from me, that I should not have presumed to write to you had it not been for the conversation I had with you the other day. You are continually going from one prison to another, and are much better able to form correct opinions on these questions than I am; I shall therefore be very glad if you will make any remarks you may think proper on what I have written, and also feel much obliged if you will favour me with your views with regard to the correction and reformation of juvenile offenders.

I am, &c.

(signed) *W. T. Alderson,*
Chaplain.

To —— ——, Esq., Inspector of Prisons.

Appendix, No. 11.

Appendix, No. 11.

PAPER delivered in by Reverend *Sydney Turner*, 15 April 1853.

PHILANTHROPIC FARM SCHOOL.

RETURN of Officers, Workpeople, &c.

NAMES.	OFFICE.	SALARY. £.	s.	d.	ADVANTAGES.
Rev. S. Turner	Chaplain, secretary, superintendent, &c.	250	–	–	House, &c., and allowances.
Mr. J. Harris	First master	80	–	–	Apartments, allowances, and washing.
Mr. F. Snell	Second master	60	–	–	ditto.
Mr. Dennett	Third master	50	–	–	Apartments and allowances.
Mr. Harvey	Fourth master and carpenter.	40	–	–	Apartments, allowances, and washing.
Mrs. Walker	Matron and housekeeper	42	–	–	ditto.
Mr. Kendrick	Cook	18	–	–	ditto.
Mrs. Brown	Needlewoman	10	–	–	ditto.
Farming and Industrial Servants:					
Mr. Bilcliff	Bailiff	50	–	–	Apartments, allowances, and washing.
Wife of ditto	Dairy-woman				
Woman to help, three days per week; 1*s.* 3*d.* per day		9	5	–	Food, when employed.

A carter, 14*s.* per week; a cowman, 13*s.*; three labourers, 14*s.*, 13*s.*, 12*s.*; a smith, 20*s.*; assistant carpenter, 20*s.*; baker, 11*s.* 6*d.* and food; a gardener, 15*s.* Two brickmakers. A tailor and shoemaker, paid by rate of contract for clothing.

All these are day-labourers, and have nothing to do with the discipline and instruction of the school.

Sydney Turner.

RETURN of Articles and Cost of Dietary.

Breakfast.

8 oz. bread, ¾ pint milk, daily.

Supper.

8 oz. bread, ¾ pint milk, 1 oz. butter, daily.

Dinner.

Sunday and Wednesday	8 oz. meat, cooked and without bone; 8 oz. of bread, or 1lb. potatoes.
Monday and Thursday	1 pint soup, with 2 oz. meat; 8 oz. bread.
Tuesday and Friday	Suet pudding (10 oz. flour and 1 oz. suet), or 8 oz. bread and 3 oz. cheese.
Saturday	8 oz. bread; 3 oz. cheese.

The Cost weekly may be taken as follows:

Each boy has—	*s.*	*d.*
9½ lbs. of bread, at 5*d.* per 4 lb. loaf	1	–
1½ lb. meat, cooked, &c., equal to 2 lbs. in carcase	–	10
1¼ lb. flour, at 1¼*d.* per lb.; 2 oz. suet, at 5*d.* per lb.	–	2½
3 oz. cheese, at 5*d.* per lb.; 7 oz. butter, at 10*d.* per lb.	–	5½
2 pints soup, at 1½; 10½ pints skim milk, at 6*d.* per gallon	–	11
Total Weekly Cost	3	5

The

The older youths, averaging one-third of the school, have 4 oz. more bread daily, and 4 oz. more meat weekly, which makes the weekly cost of their food 3*s.* 9*d.* So that the average weekly cost of dietary throughout the school is 3*s.* 6½*d.* Appendix, No. 11

It should be remarked that the late rise in the price of bread adds somewhat to the foregoing rate of maintenance. Bread is now (April 1853), at Reigate, 7*d.* per 4 lb. loaf; and the bread consumed in the school must be reckoned therefore as costing 6*d.* the 4 lb. loaf, or 1½*d.* per lb., instead of 1¼*d.*, as taken above.

This adds 2⅜*d.* on account of bread, and about ⅜*d.* on account of flour; making the ordinary rate 3*s.* 7¾*d.* per head, and the average 3*s.* 9¼*d.* per head.

The accounts of the last two years, on careful scrutiny, show that the actual is rather less than the estimated cost, and amounts on the average to 6*d.* per day for the boys and 11*d.* per day for the teachers and officers of the school.

14 April 1853. *Sydney Turner.*

Appendix, No. 12.

PAPER delivered in by Captain *Hay*, 19 April 1853.

WEEKLY STATE of COMMON LODGING-HOUSES within the Metropolitan Police District, for the Week ending the 10th day of April 1853.

Variations in the State of Common Lodging-Houses within the Week.	First Reported.			Result of Inspection of Houses.				Registration of Houses.	
	Number of Houses Reported.	Number of which Keepers are served with Notice.	Number of Houses not yet served with Notice.	Number of Houses not coming within the Act.	Number of Houses of which the Notices have not expired.	Number of Houses Reported Unfit.	Number of Houses Permanently Registered.	Number of Houses Given up.	Number of Houses Remaining on the Register.
Total state up to previous week	4,340	4,340	- -	777	2,316	125	1,122	129	993
Operations of the present week	51	51	- -	60	51	- -	10	5	10
	4,391	4,391	- -	837	2,367	125	1,132	134	1,003
Deduct, as permanently registered - - - 10									
Deduct, as not within the Act - - - 60	- -	- -	- -	- -	70	—	—	—	—
Deduct, as given up after registration	- -	- -	- -	- -	- -	- -	- -	- -	5
Actual State for Week ending 10 April	4,391	4,391	- -	837	2,297*	125	1,132	134	998

* *Mem.*—The column marked thus (*) contains a great number of sub-let rooms, the keepers of which have been summoned before magistrates, and have so far complied with the provision of the Act, by getting rid of their lodgers; but not as to repairs; and these being landlord's repairs required, render it impossible to register them. They are kept under observation by the Inspecting Serjeants to prevent them again taking in lodgers until the houses shall be put in a fit state for registration.

(signed) *James Humphreys*, Registering Inspector.
(signed) *W. Hay*, Commissioner.

WEEKLY REPORT of COMMON LODGING-HOUSES in which Cases of Fever or Infectious or Contagious Diseases have occurred during the Week ending the 10th day of April 1853.

Registered Number.	Division.	Street or Place.	Parish.	Nature of Disease, and if all the Regulations were carried out by Parish Officer and Keeper, or by the Divisional Surgeon.
321	H.	5, Glasshouse-street -	St. Mary, Whitechapel	- - One case of fever, attended to by Parish Surgeon, removed to the workhouse: the disinfecting process applied.

(signed) *James Humphreys*, Registering Inspector.
(signed) *W. Hay*, Commissioner.

Appendix, No. 13.

Appendix, No. 13.

EXTRACTS from the SIXTH ANNUAL REPORT of the EDINBURGH ORIGINAL RAGGED INDUSTRIAL SCHOOL.

	BOYS.	GIRLS.	INFANTS.	TOTAL.
Number on the roll, 31st December 1851	112	82	108	302
Number admitted since 31st December 1851	44	44	69	157
Total	156	126	177	459
Born in Scotland	90	68	128	286
„ England	5	1	5	11
„ Ireland	61	57	44	162
Total	156	126	177	459
Above 10 years of age	61	60	-	121
Under 10 years of age	95	66	177	338
Total	156	126	177	459
Average number on the roll throughout the year	-	-	-	297
Average daily attendance	-	-	-	248
Average number sick	-	-	-	23
Number on the roll 31st December 1852	104	92	101	297
Removed during the year	72	44	46	162
TOTAL	176	136	147	459

Twenty boys and 10 girls have been transferred from the Infant School to the Boys' and Girls' Schools since 31st December 1851.

EDUCATION AND PROGRESS.

BOYS' SCHOOL.

Number at present on the Roll, 104.	When Admitted.	Present Date.
Unable to read	80	7
Could read a little	10	20
Could read tolerably	12	40
Could read well	2	37
Total	104	104
Unable to write	96	60
Could write a little	6	5
Could write tolerably	2	25
Could write well	-	14
Total	104	104

Appendix, No.

Number present on the Roll, 104.	When Admitted.	Present Date.
Could do nothing in arithmetic	98	68
Could do a little	6	30
Proficient in elementary rules	-	6
Total	104	104

Number of boys learning the alphabet	7
„ „ reading 1st book	20
„ „ reading 2d book	18
„ „ reading 3d book, and Testament	44
„ „ reading 4th book, and Bible	15
Total	104

Number of boys learning to write	44
„ „ learning geography	35
„ „ learning arithmetic	36

GIRLS' SCHOOL.

Number at present on the Roll, 92.	When Admitted.	Present Date.
Unable to read	64	12
Could read a little	19	10
Could read tolerably	7	11
Could read well	2	59
Total	92	92
Unable to write	92	43
Could write a little	-	23
Could write tolerably	-	12
Could write well	-	14
Total	92	92
Could do nothing in arithmetic	92	71
Could do a little	-	21
Proficient in elementary rules	—	—
Total	92	92

Number of girls learning the alphabet	1
„ „ reading 1st book	11
„ „ reading 2d book	11
„ „ reading 3d book, and Testament	47
„ „ reading 4th book, and Bible	22
Total	92

Number of girls learning to write	48
„ „ learning geopraphy	59
„ „ learning arithmetic	21

Appendix, No. 13.

INFANT SCHOOL.

Number of children learning the alphabet	22
„ „ reading 1st book	57
„ „ reading 2d book	20
„ „ reading 3d book, and Testament	2
Total	101
Number learning to knit	10
„ „ to sew	9

These tables emphatically certify at once to the skill and energy of the teachers, and to the diligence of the taught.

The discipline that prevails in the schools is excellent, "being such as (to use the language of two most competent authorities) could obtain only in schools pervaded, as the original ragged and industrial school is, by the influence of a sound and thorough scriptural training*."

Dr Woodford, one of Her Majesty's inspectors of schools, in his general report to the Committee of Council on Education, for 1851–1852, says: "Of the boys" or mixed industrial schools, I have visited this year only those of Edinburgh. Of these, the Original or Guthrie Ragged School, which I have visited by invitation incidentally, is now removed to an excellent new building. Skilled manual labour of various kinds has been introduced. The arrangements to which the new accommodation have been adapted, are admirable. The statistics go to show, that in five years during which it has been in operation, 216† of the mere off-scourings of the streets, of whom 78 in 112 could neither read nor write when admitted, have been rescued from vice and misery, and are now engaged in honest, industrious, and thriving occupations."

INDUSTRIAL TRAINING.

Number of boys employed in tailor's shop	10
„ „ employed in shoemaker's ditto	5
„ „ employed in carpenter's ditto	4
„ „ employed in boxmaker's ditto	30
„ „ employed in bracemaker's ditto	15
Younger boys employed in hair-teasing and other simple work	40
Total	104
Number of girls at present learning to knit	65
„ „ at present learning to sew	92
Number of girls who have taken their turn in washing	42
„ „ who are able for kitchen work	42
„ „ who have taken their turn in cleaning the school-rooms	60
Number of girls employed daily in assisting in the kitchen	3
„ „ employed in washing the rooms three times a week	24
„ „ employed in washing their own and the boys' school clothes once a week	20

The boys and girls are employed in the above-mentioned branches of industry during three hours every day. All the clothing is made and repaired by the children. In addition to making their own clothes, the boys largely assist in supplying the school with shoes.

* Rev. George Davidson, rector, Normal School, Castle-terrace; James Fulton, esq., rector, Normal School, Moray House. *Vide* Fifth Annual Report.

† The number now is 242.

Appendix, No. 1

RETURN of JUVENILES under 14 Years of Age, committed to the Prison of Edinburgh, for Six Years, ending 24th December 1852.

DATES.	Total Commitments.	JUVENILES.	
		Total Commitments.	Centesimal Proportion.
1847 - - - - -	5,734	315	5·6
1848 - - - - -	5,536	204	3·7
1849 - - - - -	5,709	165	2·9
1850 - - - - -	4,855	63	1·3
1851 - - - - -	5,869	56	·9
1852 - - - - -	6,110	57	·9

The Number of PRISONERS, between 14 and 16 Years of Age, committed to the Prison of Edinburgh during the last Five Years, was—

DATES.	Total Commitments.	Numbers between 14 and 16 Years of Age.
1848 - - - - - -	5,536	552
1849 - - - - - -	5,709	440
1850 - - - - - -	4,855	361
1851 - - - - - -	5,869	227
1852 - - - - - -	6,110	270*

(signed) *J. Smith.*

These returns were accompanied by the following letter :—

"My dear Sir, "Prison of Edinburgh, 28 December 1852.

"I AM favoured with yours, and in compliance with your request, beg to send you herewith some statistics of the kind you desiderate.

"You will perceive that, during the past year, the ragged industrial schools have maintained their ground,—so far as this is indicated by the commitments to prison of juveniles under 14 years of age. The commitments of that class are still under one per cent. of the total number of commitments; and for every five children of that tender age committed to prison six years ago, there is now only about one. This is matter of great thankfulness; but it is clear, from the per-centage of juveniles for the last three years, that the beneficial influence of the existing schools, in preventing juvenile crime, is not now progressive, and has probably attained its maximum. This calls for an extension of the ragged school system. Only a small part of the work has yet been done, and it will not be completed until every neglected and miserable child has been educated for both worlds.

"There is a small increase in the commitments of lads from 14 to 16 years of age. The number, however, is not half what it was five years ago.

"Wishing the schools enlarged success,

"I am, my dear Sir, yours truly.

"G. Bell, Esq., M. D., (signed) "*J. Smith.*"
Secretary to the Edinburgh Original Ragged and Industrial Schools."

EMPLOYMENT.

* We have the best authority for stating that the ragged schools have not only diminished the number of juvenile commitments to the local prisons, but have likewise told to a very large extent on the commitments of young persons to the General Prison at Perth, to which youths and others sentenced to long periods, for aggravated offences, are sent.

Appendix, No. 13.

EMPLOYMENT.

	1848.	1849.	1850.	1851.	1852.
Number that have gone to higher schools.	33	17	9	15	9

This diminution is mainly indicative of the discrimination that has been exercised by the admission committee. When it is considered that about a half of the children who have gone to higher schools were, on admission, fit and proper subjects for the ragged industrial schools, the per-centage of failure in discrimination has, during the last four years, been very small. We deem it a just inference from this table that a beneficial effect has been produced upon many of the parents, through the ragged industrial school agency.

The second item to which we would direct attention, is the number who have gone to employment.

We give a tabular memorandum exhibiting the history of the schools in this particular :—

	1847.	1848.	1849.	1850.	1851.	1852.	Total.
Number that have got employment -	35	45	50	50	36	26	242

It appears from this table that the number who have got employment this year is nearly one-half less than it was two years ago. The table indicating the ages of the children contains the explanation of this apparent retrogression. It will be observed, that the relative proportion of the children under 10 years of age to those above 10 years of age has been increasing during the last four years, and that the proportion of the former to the latter is now nearly as 3 to 1. The fact is, that there are at present very few children in the school above 12 years of age, excepting those who were sent by the magistrate. The diminution, therefore, in the number who have gone to employment is the result of our endeavour to get the children at as early an age as possible. Instead of being an evidence of retrogression, it is an evidence of progress, for, it is certain, beyond all question, that the younger the children are, (the minimum age in the original ragged and industrial school is five years,) the surer prospect there is of their becoming what they should be.

The subject of employment has always been deemed a very serious one by the directors, for it is manifest that to send the boys and girls to employment in the scene of their early vagabondage is to expose them to many of the noxious influences from which they have been for a length of time protected. Although the instances of relapse that have come to our knowledge are much fewer than could have been anticipated, still they do occur; and when we consider that all, or almost all trades are well supplied, the subject of employment for the children, educated and trained in ragged industrial schools, becomes doubly important. Several years ago, the subject was fully considered by the directors, and the result of their deliberation was embodied in their annual report. It consisted of an extract from the minutes of the acting committee, and was as follows :—

"The committee, finding that an outlet for the children is required, and having anxiously considered what that outlet ought to be, are of opinion :—1st, That emigration is that which is most likely to be permanently available. 2d, That all that the directors of ragged schools, as such, can do, is to endeavour to induce some party, say the Government, to take up the case of the ragged school children where the directors of ragged schools of necessity must lay it down. But 14 years of age is that at which the children are dismissed, and this is perhaps too early an age for individuals to commence to labour as emigrants. The committee therefore think that an additional period should be spent either at home or abroad, in extending their education, and in special training for the occupation which is to engage them in the colonies."

The directors would again earnestly commend this subject to public attention, for they are well assured that removal from the scene of early association is the safest and best way to provide for children educated and trained in ragged industrial schools.

This mode of providing for the children has been tried on a limited scale (the funds placed at our disposal for this purpose being very small), and with entire success. During the last two years, fourteen girls and one boy have been sent to New Zealand and America.

In

In addition to these, one boy (J. C.) emigrated to America in September last, at his own expense. He left the school in November 1849, and got a situation in a manufacturing establishment. He behaved with great steadiness, and acquired the confidence of his master, who took him to reside in his own house. Although his wages were small, he managed to save enough to pay his passage to the colony. No letter has as yet been received from him.

Miss Elliot Lockhart, to whom, with other ladies, the institution is very greatly indebted, has received the following note from the lady in whose service two of these girls are:—

"Dear Madam, "Dunedin, 28 November 1851.

"At the request of Margaret M'Kernan, I have much pleasure in addressing you; for I feel persuaded, the kindness with which, she tells me, you watched over her for so many years, will induce you to welcome any account of your orphan charge, though from the pen of a stranger. A sense of my own obligation constrains me to make any return I can to one through whose instrumentality I have been provided with an excellent servant in this remote part of the world.

"Margaret joined me a few days after landing in Otago, and commenced service as my personal attendant. Her habits of regularity and cleanliness induced me shortly after to try her in the capacity of cook, on the marriage of one of my servants. She has quite answered my anticipations. The desire to improve herself, and a willingness to listen good-humouredly when faults were pointed out, have been the chief means of her instruction; and she is now able to dress a dinner in a very creditable manner. The opinion I had formed of Margaret M'Kernan, caused me, a few months afterwards, to engage her friend, Jane M'Kenzie (another ragged school girl) as laundry maid. She also has conducted herself entirely to my satisfaction; and, under many disadvantages, is able to fulfil all the duty required of her.

"I rejoiced to find Margaret had the happiness of having such an adviser as yourself, and earnestly trust it will please the Lord, whose teaching alone can subdue the heart, to grant her the experience of that blessed truth which you have endeavoured to implant in her young mind.

"Dear Madam, yours faithfully,
"*Caroline V.*"

It may be observed that these girls were not selected on account of any peculiar fitness, but simply because they were of a suitable age, and willing to emigrate.

The sum required for the purpose of emigration is not extravagant. If America is chosen as the place to which the children should be sent, 200*l.* would suffice to send thirty of them to that country, fully equipped. We fear that the whole of this sum would not be expended the first year, for there is a serious barrier to overcome, to wit, the unwillingness of parents to allow their children to emigrate. A prejudice, and in very many cases a worse reason, cause these people to oppose the emigration of their children. Judicious management alone will overcome this.

Before concluding, we have to reiterate our appeal to the public to subscribe more generally to these schools than they hitherto have done; and we venture to express a hope that many of the supporters of the institution will see reason to increase their annual gift. We believe that the details of the report justify the expression of satisfaction conveyed in the introductory sentence, and if so, it warrants our urging the public to extend a system which is so potent for good.

Appendix, No. 14.

PAPERS delivered in by *J. Playfair*, Esq., 26 April 1853.

No. 1.

Revenue and Expenditure of Glasgow Houses of Refuge, for Year ending 30th June 1852.

£. s. d.	I. MALES.	£. s. d.	£. s. d.	I. MALES. Average number of Inmates during the year—200.	£. s. d.	£. s. d.
10 10 8 p'ct.	Net proceeds of work -	390 3 3				
3 7 3 =	Board of sundry inmates -	281 2 6				
			671 5 9	Dieting, cost for each Inmate, £. 3 17 –	770 13 –	
7 3 5				Clothing, ditto - ditto - 2 4 10	448 16 8	
– 4 –	Emigration.			Education - - - - - -	127 3 7	
6 19 5				Salaries and wages - - - -	309 3 –	
				Emigration - - - - - -	39 16 8	
				General charges, including repairs, coals, gas, and allowance for tear and wear of furniture - - - - - -	410 17 5	
					2,106 10 4	=10 10 8 each.
				Interest on bond over buildings - -	116 10 –	
					2,223 – 4	=11 2 4 each.
				Additions and alterations on buildings - - - £. 189 11 –		
				New furniture - - 49 19 –		
					239 10 –	
						2,462 10 4
	II. FEMALES.			II. FEMALES.		
				Average number of Inmates during the year—160.		
	Net proceeds of work - - - -	576 3 8				
	Board of sundry inmates - - -	59 19 6		Dieting: Matron and assistants - - £. 101 5 9		
	Balance of bequest by late Matthew Miller, esq., with interest, less expenses - - £. 12 – 7			Inmates, ea. £. 3. 5. 8. 525 13 8	626 19 5	
				Clothing, ditto, ditto, £. 1. 4. 6. - -	195 19 2	
				Education - - - - - -	26 12 –	
	Donation from John Ferguson, esq., Irvine - - - 50 – –			Salaries and wages - - - -	275 1 6	
		62 – 7		General charges, including repairs, coals, gas, and allowance for tear and wear of furniture - - - - -	378 14 2	
			698 3 9		1,503 6 3	
				Apparatus for heating buildings, &c. - - - £. 88 – –		
				New furniture - - 11 12 1		
					99 12 1	
						1,602 18 4
	III. GENERAL.			III. GENERAL.		
	Assessment, per survey - - - -	3,392 17 10		Interest to Union Bank, and treasurer -	44 4 –	
	Surveyors, 50*l.*; collectors, 139*l.* 11*s.* - - £. 189 11 –			Stationery and incidents - - -	4 10 –	
	Reductions for overcharges - 107 16 5					
	Arrears, 114*l.* 10*s.* 10*d.*, of which 31*l.* 1*s.* are considered good - - - 83 9 10					48 14 –
		380 17 3				
	Net, supposing above 31*l.* 1*s.* to be realized - - - - - - -	3,012 – 7				
	Arrears of previous year considered good, and credited 30th June 1851 - - £. 24 5 10					
	This amount has been realized, together with outstandings of former years, amounting in all to - - - - 40 10 4					
	Making an addition to the present year of -	16 4 6				
		3,028 5 1				
	Donations for houses jointly, viz.— From John Henderson, esq., of Park - - - £. 2 2 –					
	Received in a letter signed "Conscience" - - – 5 –					
		2 7 –				
			3,030 12 1	Balance, applied to reduction of debt - - - -		285 18 11
		£.	4,400 1 7		£.	4,400 1 7

We have examined the above accounts, and found the same correct.

T. Anderson & A. Macnicoll, Accountants.
J. W. Macgregor, *William Brodie*, } Commissioners.

Glasgow, 12 October 1852.

No. 2.

The DEBTS owing by the TRUST on 30th June 1852, were as follows; viz.

	£.	s.	d.
A Bond over the Boys' House, bearing interest at 4 per cent.	3,000	–	–
Cash advance from Union Bank, on a credit of 1,500*l.* obtained to complete buildings at Females' House	1,324	12	4
Advanced by Treasurer	96	10	5
£.	4,421	2	9

No. 3.

ESTIMATE of EXPENDITURE, supposing the Establishments to be Enlarged.

Statement No. 1, exhibits the following results for the Year ending 30th June 1852; viz.

	£.	s.	d.	£.	s.	d.
At Boys' House, with 200 inmates, the cost of food, clothing, salaries, and all ordinary outlay, was				2,223	–	4
And the income arising from work and boarding, was				671	5	9
Making the net cost of each Boy 7*l.* 15*s.* 2*d.*				1,551	14	7
But there was an extraordinary outlay on buildings and furniture of	239	10	–			
At Females' House, with 160 inmates, the outlay for ordinary purposes was	1,503	6	3			
And the income from work and boarding was	698	3	9			
Making the Net Cost of each 5*l.* 0*s.* 7*d.*	805	2	6	805	2	6
				2,356	17	1
But here, too, there was an Extraordinary Expenditure, amounting to	99	12	1			
£.	339	2	1			
The General Income, on the other hand, was as follows, viz.:						
From assessment	3,028	5	1			
And from donations to houses jointly	2	7	–			
	3,030	12	1			
Less interest and incidents	48	14	–			
				2,981	18	1
Showing a surplus of				625	1	–
But when the extraordinary outlay is deducted				339	2	1
The Net Surplus is only £.				285	18	11

Appendix, No. 14.

	£.	s.	d.
Now, supposing the buildings of the Boys' House to be enlarged by subscription or otherwise, so as to accommodate 100 additional inmates, it remains to be considered what income would be necessary for their support. The rate per head, last year, for 200 was 7 *l.* 15 *s.* 2 *d.*; but as the staff charges would be somewhat less in proportion for a larger number, perhaps 7 *l.* may be assumed as the rate for 300, and the expenditure would thus be - - - - - -	2,100	–	–
At the Females' House, in consequence of the recent addition, there is now room for 250 inmates in place of 160; but the increase being available for children only, whose labour is of little value, the charge per head will be increased, and instead of 5 *l.* 0 *s.* 7 *d.*, it is more likely to be 5 *l.* 10 *s.*, making -	1,375	–	–
Note.—The net proceeds of work last year was 576 *l.* arising almost entirely from the Magdalen department.			
The Ordinary Expenditure for a joint complement of 550 inmates would thus amount to - - - - - - - - - -	3,475	–	–
An allowance, however, is necessary for repairs, emigration to Canada, and unforeseen expenses, but the sum must be a guess rather than an estimate, say -	325	–	–
According to this view, the amount required annually, over and above income from work and boarding, would be - - - -	3,800	–	–
To meet which, the only certain revenue is the assessment of a penny per pound on rents of 12 *l.* and upwards, which last year produced, after deducting expenses - - - - - - - - - - - - - - - - -	3,028	5	1

Showing a deficiency of about - - - £. 800.

The Assessment is increasing, but not very rapidly, as the following comparison will show:

	£.	s.	d.	£.	s.	d.
In 1848, the gross amount, per survey, was - - -	3,155	9	3	38	11	11
1849 - - - - - - - - - - -	3,194	1	2	89	14	4
1850 - - - - - - - - - - -	3,283	15	6	27	17	1
1851 - - - - - - - - - - -	3,311	12	7	81	5	4
1852 - - - - - - - - - - -	3,392	17	11			

Appendix, No. 15.

PAPERS delivered in by *E. Senior*, Esq., 29 April 1853.

Appendix, No. 15.

Poor Law Commission Office, Dublin,
20 January 1853.

Sir,

I AM directed by the Commissioners for administering the Laws for Relief of the Poor in Ireland to forward, for your information, a copy of the last Report of the Commissioners of National Education, by which you will observe that the Commissioners of Education are desirous that the number of workhouse agricultural schools in connexion with that Board, now amounting to 16, should be increased.

There are many unions, not included in that number, in which the boys are at present trained in agricultural work, but without assistance from the Commissioners of National Education; and in any case in which the guardians may desire to receive that assistance, it will be necessary for them to enter on their minutes a resolution to that effect; stating further, that a class of boys is or will be taught by the schoolmaster (or agriculturist) the theory and practice of agriculture. On the receipt of this resolution, there is reason to believe that the Commissioners of Education will provide a free stock of agricultural class books.

The Commissioners of Education will further direct their agricultural inspector to visit the school; and should his report be favourable, both as to the state of that portion of the farm cultivated by the boys, as well as to the attention given by the schoolmaster or agriculturist to teaching the elementary knowledge of agriculture, a gratuity, which may be an annual one, will be given to the teacher by the Education Board, not exceeding 15 *l.* Agricultural schools have, in many unions, been in successful operation, which are not in

connexion

connexion with the National Board; but the grant of books, and a premium to the teacher will, the Commissioners trust, be found an additional encouragement to the full working of the system, whilst no doubt the practical information of the agricultural inspector, as to the best method of farming, will also be valuable. Appendix, No. 1

The Commissioners believe that there are few workhouses which have not a sufficient quantity of land attached to them to enable the guardians to set apart a portion for the purpose of training an agricultural class. The crops to be raised would most probably be those requiring the greatest amount of care and spade labour; and should the cultivation of the land by the boys go no further than to raise the various kinds of vegetables required for the use of the inmates, a better system of cultivation of the more useful green crops might probably be introduced into the district.

The agricultural instruction (in unions where there is no skilled agriculturist), both in the school-rooms and field, will devolve on the schoolmaster, who should devote a portion of his time to these objects, without sacrificing the three hours in school prescribed by Article 23 of the Workhouse Regulations. A difficulty may be raised in carrying out this system, from alleged want of leisure on the part of the schoolmaster; but in ordinary instances it has been found sufficient to devote one hour before breakfast, and three before dinner, to literary instruction, and to devote from two to five to the farm.

It has been observed, that where the school hours have been limited, and the children employed in the open air, they have assumed a stronger and healthier appearance, whilst they have not fallen back in other branches of knowledge. The Commissioners believe it to be of the utmost importance that children who have to live by their labour should be trained to labour early: a boy who has not handled a spade at the age of 14 will rarely turn out an active labourer, and that it is therefore most desirable that the boys generally should be accustomed to work at the earliest practicable age.

It has been observed, that the success of all benevolent institutions for the education of the children of the poor, at home and on the Continent, has, in no small degree, turned on the amount of industrial teaching provided for the children, and that those institutions have been less useful where the chief efforts have been directed to literary attainments. The guardians should, of course, provide the necessary agricultural implements, suited to the age and strength of the children.

The Commissioners have, therefore, to request that you will take an opportunity of conveying these views to the Boards of Guardians of any union of your district, in which proper arrangements for agricultural instruction of the boys are not in operation, or in which you may consider the existing arrangements may be improved by adopting the above suggestions.

It has been represented to the Commissioners, that the minimum amount of nutriment required to be given to class 4, by the dietary regulations, (Article 13 in Workhouse Rules,) is scarcely sufficient for boys between the ages of 12 and 15, when engaged several hours of the day in active and laborious employment; and the Commissioners have been requested, in some cases, to constitute these boys into a separate class, intermediate to classes 3 and 4, with an additional allowance of food.

On full consideration hereof, the Commissioners have determined not to alter the existing regulations relating to the dietaries, but they desire to point out that they are prepared, under paragraph No. 10 of those regulations, to entertain any proposal which may be made to them by the Board of Guardians, under the advice of the medical officer, to give a somewhat larger allowance of food to boys between the ages of 12 and 15, engaged in agricultural or other industrial training, than to the other children included in class 4.

By Order of the Commissioners,

To each Poor-Law Inspector. *W. Stanley*, Secretary.

CHILDREN in WORKHOUSES of *Ireland* on 2d April 1853.

	Total Children under 15 Years of Age.	Illegitimate Children under 15 Years of Age.	Per Centage of Illegitimate Children.
Ulster - - - - - - -	7,934	1,171	14·7
Munster - - - - - - -	39,654	1,938	4·9
Leinster - - - - - - -	18,768	2,098	11·2
Connaught - - - - - - -	10,368	503	4·9
TOTAL IRELAND - - -	76,724	5,710	7·4

TABLE I.

RETURN relating to YOUNG PERSONS in the WORKHOUSES in *Ireland* on 2d April 1853.

PROVINCE.	Number of Children under 9 Years of Age.	Young Persons from 9 to 15 Years of Age, being Orphans, having neither Father nor Mother.		Young Persons from 9 to 15 Years of Age, without Father.		Young Persons from 9 to 15 Years of Age, without Mother.		Young Persons from 9 to 15 Years of Age, Deserted by Parents.		Other Classes.				Total Number of Persons from 9 to 21 Years of Age.			TOTAL Number of Young Persons in the Workhouse under 21 Years of Age.
										From 9 to 15 Years of Age.		From 15 to 21 Years of Age.					
		Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	TOTAL.	
Ulster - - - - -	3,740	728	685	515	509	216	220	464	402	216	239	469	595	2,608	2,650	5,258	8,998
Munster - - - - -	12,298	3,813	4,576	3,686	4,014	1,327	1,476	2,593	2,760	1,484	1,627	6,514	10,128	19,417	24,581	43,998	56,296
(Exclusive of Scariff. Return not received.)																	
Leinster - - - - -	7,197	1,819	1,842	1,354	1,400	489	484	1,178	1,468	676	861	1,869	3,496	7,385	9,551	16,936	24,133
Connaught - - - -	3,360	1,246	1,597	754	779	214	293	721	1,070	148	186	1,072	2,093	4,155	6,018	10,173	13,533
TOTAL, 162 Unions -	26,595	7,606	8,700	6,309	6,702	2,246	2,473	4,956	5,700	2,524	2,913	9,924	16,312	33,565	42,800	76,365	102,960

SUMMARY OF TABLE I.

	Under 9 Years.	Between 9 and 15.	Total Under 15.	Between 15 and 21.	Total under 21 Years.
Ulster - - - - - - -	3,740	4,194	7,934	1,064	8,998
Munster - - - - - - -	12,298	27,356	39,654	16,642	56,296
(Exclusive of Scariff. Return not received.)					
Leinster - - - - - - -	7,197	11,571	18,768	5,365	24,133
Connaught - - - - - -	3,360	7,008	10,368	3,165	13,533
TOTAL, 162 Unions - - -	26,595	50,129	76,724	26,236	102,960

		Per Centage on Total Number from 9 to 15 Years of Age.
Orphans:		
Having neither father nor mother - - - - - - - - -	16,306	32·5
Without father - - - - - - - - - - -	13,011	26·
Total of above two Classes - - -	29,317	58·5
Without mother - - - - - - - - - - -	4,719	9·4
Deserted by parents - - - - - - - - - -	10,656	21·3
Other classes - - - - - - - - - - -	5,437	10·8
	50,129	100·

TABLE II.

RETURN showing, in respect to YOUNG PERSONS in the WORKHOUSES of *Ireland* on 2d April 1853, between the Age of 9 and 15, and 15 and 21, the Number of them who have been in GAOL.

PROVINCE.	For Offences Committed in the Workhouse.						For Offences under Vagrant Act.						For other Offences.						Total Number of Persons from 9 to 21 Years of Age, in the Workhouse on 2d April 1853, who have been in Gaol.		
	From 9 to 15 Years of Age.		From 15 to 21 Years of Age.		Total Persons from 9 to 21 Years of Age.		From 9 to 15 Years of Age.		From 15 to 21 Years of Age.		Total Persons from 9 to 21 Years of Age.		From 9 to 15 Years of Age.		From 15 to 21 Years of Age.		Total Persons from 9 to 21 Years of Age.				
	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	TOTAL.
Ulster - - - -	13	- -	16	8	29	8	2	- -	4	3	6	3	3	3	9	10	12	13	47	24	71
Munster - - - (Exclusive of Scariff. Return not received.)	343	58	535	254	933	327	95	47	86	194	182	241	42	- 9	128	78	175	93	1,290	661	1,951
Leinster - - -	59	5	141	47	200	52	14	2	8	8	22	10	29	13	77	48	106	61	328	123	451
Connaught - - -	9	- -	73	45	82	45	16	6	13	13	29	19	2	- -	34	19	36	19	147	83	230
TOTAL, 162 Unions -	424	63	765	354	1,244	432	127	55	111	218	239	273	76	25	248	155	329	186	1,812	891	2,703

		Per Centage on Total Number from 9 to 15.
Total number of children from 9 to 15 years of age - - - - - - - - - - - - - - - -	50,129	
Of these there have been in Gaol :—		
1. For offences committed in workhouse - - - - - - - - - - - - - - - -	487	1·0
2. For offences committed under Vagrant Act - - - - - - - - - - - - - - - -	182	·3
3. For other offences - - - - - - - - - - - - - - - -	101	·2
TOTAL who have been in Gaol - - -	770	1·5

TABLE III.

RETURN showing, in respect to young Persons in the Workhouses in *Ireland* on 2d April 1853, the Numbers from 9 to 15 and from 15 to 21 Years of Age, who

PROVINCE.	Can neither Read nor Write.						Know the Alphabet and Spelling.						Read imperfectly.						Read and Write.						Total Persons from 9 to 21 Years of Age.		
	From 9 to 15.		From 15 to 21.		Total from 9 to 21 Years.		From 9 to 15.		From 15 to 21.		Total from 15 to 21 Years.		From 9 to 15.		From 15 to 21.		Total from 9 to 21 Years.		From 9 to 15.		From 15 to 21.		Total from 9 to 21 Years.		Males.	Females.	TOTAL.
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.			
Ulster - - -	126	146	116	192	242	338	327	371	52	69	379	440	619	714	111	186	730	900	1,067	824	190	148	1,257	972	2,608	2,650	5,258
Munster - - - (Exclusive of Scariff. Return not received).	1,941	2,309	2,318	4,651	4,259	6,960	2,980	3,335	1,055	1,738	4,035	5,073	3,402	4,022	1,333	2,097	4,735	6,119	4,580	4,787	1,808	1,642	6,388	6,429	19,417	24,581	43,998
Leinster - - -	598	801	501	983	1,099	1,784	1,095	1,098	303	728	1,398	1,826	1,216	1,199	425	930	1,641	2,129	2,655	2,678	633	876	3,288	3,554	7,426	9,593	17,019
Connaught - -	276	399	492	1,314	768	1,713	595	904	154	225	749	1,129	802	903	207	320	1,009	1,223	1,404	1,715	219	234	1,623	1,949	4,119	6,014	10,163
TOTAL, 162 Unions	2,941	3,655	3,427	7,140	6,368	10,795	4,997	5,708	1,564	2,760	6,561	8,468	6,039	7,138	2,076	3,533	8,115	10,671	9,706	10,004	2,850	2,900	12,556	12,901	33,600	42,838	76,438

	Number from 9 to 15 Years of Age.	Number from 15 to 21 Years of Age.	Total Persons from 9 to 21 Years of Age.	Per-centage.		
				9 to 15.	15 to 21.	9 to 21.
Can neither read nor write - - -	6,596	10,567	17,163	13·1	40·3	22·5
Know the alphabet and spelling - -	10,705	4,324	15,029	21·3	16·4	19·7
Read imperfectly - - - - -	13,177	5,609	18,786	26·3	21·4	24·5
Read and write - - - - -	19,710	5,750	25,460	39·3	21·9	33·3
TOTAL - - -	*50,188	*26,250	76,438	100·	100·	100·

* These numbers differ slightly from those shown in Table I., from a discrepancy between those tables in the returns from clerks of Ardee and Navan Unions.

Per-centage of Children from 9 to 15 Years of Age.

No. 1.	Who can neither read nor write - - - - - - - - - - - - - -	13·1
No. 2.	Know the alphabet and spelling - - - - - - - - - - - - -	21·3
No. 3.	Read imperfectly - - - - - - - - - - - - - - -	26·3
No. 4.	Read and write - - - - - - - - - - - - - - -	39·3
		100·0

27 April 1853.

J. C.

Appendix, No. 16.

PAPERS delivered in by *J. C. Connellan*, Esq., 29 April 1853.

Analysis of Annual Committals.

YEARS.	Total Number of Committals of all Ages.	Total Number of Committals at and under 21 Years.	Aged 16 Years and under.	Aged 21 Years and above 16.	Rate per Cent. on Committals.	
					Aged 16 and under.	Aged 21 and above 16.
1846	18,492	3,831	1,007	2,824	5·44	15·27
1847	31,209	7,662	2,382	5,280	7·63	16·92
1848	38,522	9,338	2,962	6,376	7·68	16·55
1849	41,989	10,689	2,720	7,969	6·47	18·98
1850	31,326	8,990	2,419	6,571	7·72	20·98
1851	24,684	7,784	2,003	5,781	8·11	23·45
Totals	186,222	48,294	13,493	34,801	7·25	18·69

Age of Persons Committed.

AGE.	1849.	1850.	1851.	Total.
At and under 16	2,720	2,419	2,003	7,142
At and under 21	7,969	6,571	5,781	20,321

Analysis of Juvenile Crime in *Ireland*, for the Year 1851.

	Offences against the Person.						Offences against Property, committed with Violence.						Offences against Property, committed without Violence.					
	Aged 12 Years and under.		Aged 16 Years and above 12.		Aged 21 Years and above 16.		Aged 12 Years and under.		Aged 16 Years and above 12.		Aged 21 Years and above 16.		Aged 12 Years and under.		Aged 16 Years and above 12.		Aged 21 Years and above 16.	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
	2	1	47	9	353	77	19	2	190	28	501	66	67	31	1,128	313	2,736	1,317
Total of each Class of Offences	489						806						5,592					

Malicious Offences against Property.						Forgery, and Offences against the Currency.						Other Offences, not included in the annexed Classes.						Total Number of Offenders.	
Aged 12 Years and under.		Aged 16 Years and above 12.		Aged 21 Years and above 16.		Aged 12 Years and under.		Aged 16 Years and above 12.		Aged 21 Years and above 16.		Aged 12 Years and under.		Aged 16 Years and above 12.		Aged 21 Years and above 16.			
M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
1	–	27	1	63	48	–	–	8	4	28	19	12	5	89	19	459	114	5,730	2,054
140						59						698						7,784	

CLASSES OF OFFENCES.	12 Years and under.	16 Years and above 12.	21 Years and above 16.	TOTAL.
No. 1	3	56	430	489
No. 2	21	218	567	806
No. 3	98	1,441	4,053	5,592
No. 4	1	28	111	140
No. 5	–	12	47	59
No. 6	17	108	573	698
Total	140	1,863	5,781	7,784

CLASSIFICATION of Juveniles Confined in the several - - - - -

GAOLS.	Age.				Without Parents.		Without Father.		Without Mother.		Illegitimate.		Abandoned by Parents.		Absconded from Parents.		Belonging to				Wholly Illiterate.	
	9 to 15 Years.		15 to 21 Years.														County or Borough.		Other Localities.			
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
Antrim - - - -	16	4	64	19	20	6	24	12	12	3	7	–	9	2	14	6	60	20	20	3	4	3
Armagh - - - -	5	–	23	6	13	4	10	1	3	–	1	–	4	–	6	1	17	5	11	1	2	2
Carlow - - - -	3	1	16	8	4	4	9	2	1	–	–	–	1	2	4	1	7	3	12	6	1	1
Cavan - - - -	4	3	35	2	10	2	7	2	7	–	1	–	3	–	2	–	32	5	7	–	2	–
Clare - - - -	6	–	88	17	47	8	28	5	10	1	5	–	12	3	12	1	88	14	6	3	39	10
Cork County - - -	64	13	159	25	114	16	45	9	20	2	19	–	24	2	23	3	211	36	12	2	54	7
Cork City - - -	28	11	42	12	33	5	34	9	16	2	5	–	3	1	4	6	48	19	22	4	28	8
Donegal - - -	5	–	34	5	7	1	4	4	4	–	–	1	2	–	2	–	34	5	5	–	4	2
Down - - - -	7	–	27	12	4	4	11	2	3	3	2	–	4	3	11	2	24	8	10	4	6	8
Dublin County - -	19	4	46	19	23	9	19	6	7	3	1	–	1	1	12	4	26	9	39	14	14	4
Grange Gorman Penitentiary - -	–	47	–	97	–	51	–	53	–	13	–	5	–	5	–	24	–	44	–	100	–	45
Richmond Bridewell -	102	–	151	–	84	–	56	–	29	–	–	–	26	–	68	–	101	–	152	–	53	–
Fermanagh - - -	2	–	30	10	7	3	12	1	3	–	2	2	3	–	1	–	26	8	6	2	7	5
Galway County - -	12	5	30	14	15	3	9	3	5	3	1	–	3	–	–	6	42	18	–	1	12	14
Galway Town - -	9	2	29	3	15	3	6	2	5	–	–	–	2	–	10	2	18	2	20	3	30	4
Kerry - - - -	19	16	56	10	19	2	25	10	13	–	3	–	13	10	14	3	67	26	8	–	18	16
Kildare: Naas - -	1	2	23	3	11	–	6	2	3	2	–	–	–	–	4	–	9	4	15	1	4	2
Athy - -	1	3	16	3	3	4	6	1	2	1	–	–	1	–	–	–	13	4	4	2	7	6
Kilkenny County - -	2	2	23	12	3	2	5	7	7	–	3	1	2	2	9	2	17	8	8	6	5	6
Kilkenny City - -	1	–	–	–	–	–	–	–	–	–	–	–	1	–	–	–	1	–	–	–	1	–
King's County - -	6	2	31	17	17	10	9	4	8	5	3	–	5	–	6	–	25	12	12	7	14	5
Leitrim - - -	5	–	13	7	5	2	6	3	3	1	1	1	7	2	2	5	13	6	5	1	5	4
Limerick County - -	24	2	81	21	59	10	24	5	10	3	1	4	10	2	15	4	82	17	23	6	39	17
Limerick City - -	61	14	23	18	42	9	24	8	16	13	–	–	–	–	2	2	59	26	25	6	56	24
Londonderry - - -	9	1	22	8	2	2	15	2	7	2	2	1	–	–	1	–	22	9	9	–	13	1
Longford - - -	4	1	27	15	12	5	6	6	3	4	–	1	3	–	12	9	25	10	6	6	4	9
Louth - - - -	6	2	18	12	7	4	6	4	7	1	1	5	1	–	7	–	18	10	6	4	11	2
Drogheda - - -	1	–	5	–	1	–	3	–	–	–	–	–	–	–	–	–	3	–	3	–	2	–
Mayo - - - -	19	5	37	11	18	4	16	7	10	1	–	–	11	2	6	4	48	9	8	7	26	11
Meath - - - -	2	1	21	16	10	8	7	3	2	2	1	–	1	2	8	4	16	7	7	10	2	10
Monaghan - - -	3	–	26	11	9	3	7	2	3	2	1	–	5	6	3	3	20	7	9	4	3	1
Queen's County - -	1	2	27	7	3	–	3	1	2	–	–	–	1	–	–	–	26	8	2	1	5	2
Roscommon - - -	7	3	14	3	6	2	9	1	4	2	–	–	2	2	–	1	19	3	2	3	3	2
Sligo - - - -	4	–	19	9	4	1	8	3	3	5	–	–	4	1	4	3	15	8	8	1	4	–
Tipperary: Nenagh -	16	5	62	20	32	11	18	7	12	1	1	1	–	3	11	–	68	21	10	1	41	13
Clonmel -	60	8	206	40	118	10	70	15	38	10	–	–	6	2	5	1	249	41	17	7	86	–
Tyrone - - - -	1	–	43	10	13	1	9	2	11	2	3	–	2	2	7	1	26	4	18	6	6	8
Waterford County -	15	1	33	10	24	5	13	3	5	1	–	–	–	–	1	–	35	9	13	2	5	1
Waterford City -	2	3	15	18	4	6	4	4	3	6	–	–	1	1	3	1	8	5	9	16	1	8
Westmeath - - -	9	1	36	9	18	2	8	2	9	3	–	–	–	–	–	–	17	8	28	2	17	4
Wexford - - -	12	2	42	14	14	5	17	6	9	2	15	4	11	3	12	2	43	12	11	4	4	4
Wicklow - - -	8	–	17	10	4	1	8	5	5	3	–	–	6	1	5	2	16	8	9	2	9	5
TOTAL - - -	581	166	1,710	563	854	228	606	224	320	102	79	26	190	60	306	103	1,694	481	597	248	647	274
GRAND TOTAL - -	3,020				-	-	-	-	-	-	-	-	-	-	-	-	3,020				-	-

Gaols in *Ireland* on the 1st April 1853.

Know Alphabet and Spelling.		Read Imperfectly.		Read and Write.		Felons Convicted.		Misdemeanants Convicted.		Felons Untried.		Misdemeanants Untried.		Vagrants.		Workhouse Offenders.		Those who have Committed Offences immediately on leaving Workhouse.		Twice Imprisoned.		Three Times Imprisoned.		Four Times Imprisoned.		Five Times Imprisoned and upwards.	
M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
12	7	44	10	20	3	6	1	70	21	–	–	4	1	–	–	–	–	–	–	13	5	5	4	7	2	18	3
15	4	6	–	5	–	13	4	7	1	8	1	–	–	–	–	1	–	–	–	6	1	3	–	1	–	1	–
11	5	3	3	4	–	13	6	5	3	1	–	–	–	–	–	–	–	–	–	3	2	2	3	1	–	2	–
10	1	11	2	16	2	13	–	24	5	–	–	2	–	–	–	8	–	10	–	11	2	8	–	1	–	1	–
12	1	23	5	20	1	13	1	42	11	3	2	13	1	–	2	23	–	11	–	16	3	13	4	11	–	4	1
102	21	21	6	46	4	62	5	79	20	2	–	15	6	45	4	20	3	34	5	61	10	32	2	21	2	20	3
19	3	7	2	16	10	38	6	21	–	1	–	–	1	10	16	–	–	30	9	11	7	12	1	12	3	13	3
12	1	8	2	15	–	2	–	36	3	–	–	1	2	–	–	–	–	–	–	6	–	–	–	–	–	–	–
2	–	9	3	17	1	21	4	8	6	5	2	–	–	–	–	–	–	4	3	4	2	1	1	3	–	3	–
29	7	7	8	15	4	20	3	10	3	17	7	5	–	13	10	7	11	3	1	9	1	8	1	3	1	7	11
–	54	–	29	–	16	–	21	–	18	–	2	–	10	–	93	–	5	–	–	–	29	–	14	–	15	–	59
63	–	37	–	100	–	132	–	22	–	6	–	2	–	91	–	4	–	35	–	39	–	29	–	18	–	93	–
7	–	4	4	14	1	28	10	4	–	–	–	–	–	–	–	–	1	2	–	6	3	7	1	–	1	1	–
2	2	16	2	12	1	6	1	28	15	–	–	3	–	2	–	3	3	–	–	10	4	5	–	6	–	3	1
2	–	2	1	4	–	9	3	13	2	8	–	1	–	7	–	10	1	5	1	18	2	6	1	6	1	8	1
34	6	11	4	12	–	33	6	12	1	6	–	–	–	24	19	18	2	20	5	17	6	17	4	4	2	7	4
7	3	6	–	7	–	14	1	3	2	4	1	3	1	–	–	–	–	1	–	2	2	1	1	1	–	1	–
1	–	3	–	6	–	3	2	7	4	3	–	–	–	–	–	4	–	–	–	11	1	2	–	1	1	–	–
8	4	5	4	7	–	12	7	11	4	2	3	–	–	–	–	–	–	–	–	2	3	1	1	1	2	2	–
–	–	–	–	–	–	1	–	–	–	–	–	–	–	–	–	–	–	–	–	1	–	–	–	–	–	–	–
5	6	9	3	9	5	19	14	15	3	2	–	1	–	–	2	4	–	2	–	4	4	3	2	2	1	1	–
6	1	2	1	5	1	8	5	6	1	2	–	2	–	–	1	–	–	–	–	5	2	3	1	1	1	1	1
21	–	22	5	23	1	6	4	80	10	–	1	4	6	15	2	24	4	–	8	34	1	13	3	10	1	3	1
22	8	5	–	1	–	14	4	4	2	18	5	24	2	24	19	18	4	6	2	14	5	8	3	5	2	4	2
–	5	10	3	8	–	17	6	12	3	1	–	–	–	1	–	1	–	–	–	5	2	9	1	2	1	–	–
5	4	10	3	12	–	11	4	13	1	7	7	–	–	–	4	3	1	2	–	4	4	5	–	2	1	3	4
4	11	1	1	8	–	10	4	9	2	2	8	–	–	3	–	1	–	2	–	6	6	2	1	2	–	–	–
3	–	1	–	–	–	–	–	3	–	1	–	1	–	1	–	–	–	–	–	1	–	2	–	–	–	3	–
13	–	8	4	9	1	26	3	23	5	2	–	4	6	1	2	5	1	4	4	11	2	8	–	9	1	5	1
7	1	3	5	11	1	18	7	2	8	2	1	1	–	–	1	4	5	1	4	6	5	3	4	1	1	4	–
10	5	7	5	9	–	1	2	27	9	–	–	1	–	–	–	1	–	4	–	11	5	2	1	1	1	–	–
8	3	9	3	6	1	11	7	3	–	7	2	4	–	–	–	1	–	–	–	1	1	–	–	–	–	1	–
11	2	4	1	3	1	12	1	3	2	1	–	1	1	4	–	–	2	–	–	6	–	2	–	1	–	–	–
8	6	6	3	5	–	13	5	8	2	2	2	–	–	–	–	–	–	–	–	4	1	2	1	2	–	3	2
1	2	20	6	16	4	45	18	20	3	7	4	2	–	4	–	2	3	7	4	10	9	11	2	4	1	2	1
108	21	7	–	65	27	172	37	35	–	32	11	9	–	18	–	23	–	–	–	45	10	51	3	46	4	5	–
14	–	12	2	12	–	25	8	15	–	1	1	1	–	2	1	–	–	–	–	5	4	2	–	2	–	4	–
19	7	11	3	13	–	27	8	9	–	3	3	–	–	9	–	4	–	3	–	11	4	7	3	4	1	3	–
8	10	2	2	6	1	13	13	1	3	–	–	–	–	3	4	1	–	5	7	5	5	1	–	–	–	1	12
8	3	12	2	8	1	20	3	7	4	14	–	–	–	2	2	2	2	–	–	9	3	3	–	1	–	1	–
20	5	17	5	13	2	45	12	4	2	4	–	–	–	1	2	7	6	2	–	9	8	9	–	6	–	15	1
7	2	3	2	6	1	7	1	9	5	9	4	–	–	–	–	–	–	1	–	3	3	1	2	–	2	3	–
656	221	404	141	581	90	962	247	710	181	183	67	104	37	280	184	199	53	194	53	155	167	299	65	198	48	246	111

3,020

RETURN of the Number of Juvenile Convicts in the Government Prisons of *Ireland* whose Ages are under 16 and between 16 and 21 Years, 1 April 1853.

PRISONS.	NUMBER UNDER 16 YEARS.	NUMBER BETWEEN 16 AND 21 YEARS.
Mountjoy	1	129
Smithfield	11	142
Newgate	12	136
Spike Island and Forts	57	656
Philipstown	3	50
Ennis	12	158
Maryboro'	4	21
Total Males	100	1,292
Grange Gorman (Females)	9	69
Gross Total	109	1,361

TABLE, showing the Ages of Juvenile Persons Discharged, Summarily Convicted, and Committed for Trial, f Four Years, ended 1852, as reported by the Dublin Metropolitan Police.

YEARS.	Total of all Ages taken into Custody.	Total Juveniles taken into Custody.	Committed for Trial.						Summarily Convicted.						Discharged by Magistrates.						TOT
			Under 10 Years of Age.		10 Years and under 15.		15 Years and under 20.		Under 10 Years of Age.		10 Years and under 15.		15 Years and under 20.		Under 10 Years of Age.		10 Years and under 15.		15 Years and under 20.		
			M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.
1849 -	56,474	14,036	–	1	55	13	382	75	371	438	1,745	549	5,232	1,562	92	78	722	163	1,375	683	10,474
1850 -	64,244	16,557	–	–	48	10	275	76	640	588	2,356	727	6,345	1,858	157	23	749	199	1,768	738	12,338
1851 -	63,106	17,730	–	–	53	11	282	71	743	682	2,891	1,133	6,187	2,181	210	138	724	225	1,502	697	12,592
1852 -	56,424	15,009	–	–	35	9	289	71	724	955	1,957	1,302	3,566	2,709	155	102	729	233	1,424	749	8,879
Total -	240,248	63,332	–	1	191	43	1,228	293	2,478	2,663	8,949	3,711	21,330	8,310	614	341	2,924	820	6,569	2,867	44,283
Total Males and Females -			1		234		1,521		5,141		12,660		29,640		955		3,744		9,436		63,3
Total of each Class - -			1,756						47,441						14,135						63,3

GRANGE GORMAN FEMALE PRISON.

RETURN of the Number of Committals of Juvenile Prisoners Committed to the above Prison, under the Vagrant Act, in the Years 1850, 1851, and 1852, respectively, showing their Ages, where from, and giving their Sentence.

YEARS.	AGES.			Total Numbers.	WHERE FROM.			SENTENCES.			
	10 Years and under.	11 to 15.	16 to 20.		Dublin City.	Dublin County.	Provinces.	1 Month.	14 Days.	7 Days.	48 Hours.
1850 - -	212	315	369	896	200	14	682	10	99	235	552
1851 - -	311	461	540	1,312	262	21	1,029	17	145	345	805
1852 - -	727	1,151	1,913	3,791	507	115	3,169	41	872	1,145	1,733

N. B.—Of the above "Total Numbers," three-fourths have been re-committed from six to 20 times in each year; the remaining one-fourth, from one to six times.

GRANGE GORMAN FEMALE PRISON.

RETURN of the Number of Committals of Juvenile Prisoners Committed to the above Prison, for Felony and Misdemeanors, in the Years 1850, 1851, and 1852, respectively, showing their Ages, where from, and giving their Sentence.

YEARS.	AGES.			Total Numbers.	WHERE FROM.			SENTENCES.						
	10 Years and under.	11 to 15.	16 to 20.		Dublin City.	Dublin County.	Provinces.	12 Months.	6 Months.	3 Months.	2 Months.	1 Month.	14 Days.	7 Days.	48 Hours.
1850 - -	7	86	819	912	378	95	439	4	19	32	62	287	103	131	274
1851 - -	19	170	903	1,092	386	69	637	4	25	38	107	280	136	140	362
1852 - -	16	146	863	1,025	360	56	609	6	30	32	94	289	119	146	309

N. B.—Of the above "Total Numbers," three-fourths have been re-committed from one to four times in each year; the other one-fourth, committed first time only.

GRANGE GORMAN GOVERNMENT PRISON.

RETURN of the Number of Female Convicts (Juveniles) Sentenced to Transportation, from the City of *Dublin*, in the Years 1850, 1851, and 1852, respectively, showing their Ages, where from, Sentence, and how often Imprisoned.

YEARS.	AGES.			Total.	WHERE FROM.			SENTENCE.		HOW OFTEN IMPRISONED.								
	10 Years and under.	11 to 15.	16 to 20.		Dublin City.	Dublin County.	Provinces.	7 Years.	10 Years.	Twice.	3 Times.	4 Times.	5 Times.	6 Times.	7 Times.	8 Times.	9 Times.	10 Times.
1850 -	–	2	4	6	3	1	2	4	2	–	1	–	2	–	–	1	1	1
1851 -	–	–	1	1	2	1	1	1	–	1	–	–	1	1	–	–	1	
1852 -	–	–	1	1	2	1	1	1	–	–	–	2	–	–	2	–		–

RETURN of the Number of MALE JUVENILE OFFENDERS committed to - - - -

YEAR.	CLASS of OFFENDERS.	AGE of OFFENDERS.	Number of Offenders Committed.	WHERE FROM.		TERMS OF				
				Dublin City or County.	Provincial.	24 Hours.	48 Hours.	7 Days.	14 Days.	1 Month.
1850 -	Criminal -	10 years and under -	33	20	13	12	4	4	3	4
		11 to 15 - - -	415	234	181	74	43	56	52	66
		16 o 20 - - -	1,047	577	470	194	123	161	140	160
		Total - -	1,495	831	664	280	170	221	195	230
	Convicts -	10 years and under -	—	—	—	—	—	—	—	—
		11 to 15 - - -	1	1	–	–	–	–	–	–
		16 to 20 - - -	25	21	4	–	–	–	–	–
		Total - -	26	22	4	–	–	–	–	–
	Vagrants -	10 years and under -	239	209	2,996	2,356	108	330	397	14
		11 to 15 - - -	1,301							
		16 to 20 - - -	1,665							
		Total - -	3,205	209	2,996	2,356	108	330	397	14
		GROSS TOTAL - -	4,726	1,062	3,664	2,636	278	551	592	244
1851 -	Criminal -	10 years and under -	54	28	26	14	6	9	6	8
		11 to 15 - - -	531	304	227	82	73	101	55	86
		16 to 20 - - -	1,188	626	562	175	110	177	142	161
		Total - -	1,773	958	815	271	189	287	203	255
	Convicts -	10 years and under -	—	—	—	—	—	—	—	—
		11 to 15 - - -	4	3	1	–	–	–	–	–
		16 to 20 - - -	43	27	16	–	–	–	–	–
		Total - -	47	30	17	–	–	–	–	–
	Vagrants -	10 years and under -	314	257	4,114	1,892	1,135	1,199	103	42
		11 to 15 - - -	1,639							
		16 to 20 - - -	2,418							
		Total - -	4,371	257	4,114	1,892	1,135	1,199	103	42
		GROSS TOTAL - -	6,191	1,245	4,946	2,163	1,324	1,486	306	297
1852 -	Criminal -	10 years and under -	67	36	31	6	22	10	13	9
		11 to 15 - - -	403	220	183	56	61	45	46	68
		16 to 20 - - -	1,011	564	447	150	153	140	145	147
		Total - -	1,481	820	661	212	236	195	204	224
	Convicts -	10 years and under -	—	—	—	—	—	—	—	—
		11 to 15 - - -	2	1	1	–	–	–	–	–
		16 to 20 - - -	32	14	18	–	–	–	–	–
		Total - -	34	15	19	–	–	–	–	–
	Vagrants -	10 years and under -	235	266	1,637	3	312	792	709	87
		11 to 15 - - -	901							
		16 to 20 - - -	767							
		Total - -	1,903	266	1,637	3	312	792	709	87
		GROSS TOTAL - -	3,418	1,101	2,317	215	548	987	913	311

VAGRANTS - - - -	1850 - - - - - -
	1851 - - - - - -
	1852 - - - - - -

22 April 1853.

- - - - - - Richmond Bridewell, *Dublin*, in the Years 1850, 1851, and 1852.

IMPRISONMENT.							TRANSPORTATION.				HOW OFTEN RE-COMMITTED.						Only once Committed.
2 Mths.	3 Mths.	6 Mths.	9 Mths.	12 Mths.	18 Mths.	21 Mths.	7 Years.	10 Years.	15 Years.	Life.	Once.	Twice.	3 Times.	4 Times.	5 Times.	6 Times.	
5	1	–	–	–	–	–	–	–	–	–	5	–	1	–	–	1	26
60	47	14	1	2	–	–	–	–	–	–	58	25	24	11	8	11	278
162	77	20	2	8	–	–	–	–	–	–	190	100	51	40	21	41	604
227	125	34	3	10	–	–	–	–	–	–	253	125	76	51	29	53	908
–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
–	–	–	–	–	–	–	1	–	–	–	–	–	1	–	–	–	–
–	–	–	–	–	–	–	17	8	–	–	2	6	2	1	4	4	6
–	–	–	–	–	–	–	18	8	–	–	2	6	3	1	4	4	6
–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
227	125	34	3	10	–	–	18	8	–	–	–	–	–	–	–	–	–
11	–	–	–	–	–	–	–	–	–	–	5	1	1	1	–	1	45
89	30	9	–	6	–	–	–	–	–	–	87	35	21	20	11	31	326
286	59	65	–	12	1	–	–	–	–	–	184	107	79	50	15	75	678
386	89	74	–	18	1	–	–	–	–	–	276	143	101	71	26	107	1,019
–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
–	–	–	–	–	–	–	4	–	–	–	–	–	–	–	1	2	1
–	–	–	–	–	–	–	35	7	1	–	4	5	4	2	7	17	4
–	–	–	–	–	–	–	39	7	1	–	4	5	1	2	8	19	5
–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
386	89	74	–	18	1	–	39	7	1	–	–	–	–	–	–	–	–
4	3	–	–	–	–	–	–	–	–	–	7	2	2	–	1	–	55
84	25	9	1	7	–	1	–	–	–	–	42	24	16	11	12	29	269
159	54	52	1	8	1	1	–	–	–	–	170	100	67	45	24	90	515
247	82	61	2	15	1	2	–	–	–	–	219	126	85	56	37	119	839
–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
–	–	–	–	–	–	–	2	–	–	–	–	–	1	–	–	1	–
–	–	–	–	–	–	–	15	12	4	1	3	2	3	3	2	17	2
–	–	–	–	–	–	–	17	12	4	1	3	2	4	3	2	18	2
–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
247	82	61	2	15	1	2	17	12	4	1	–	–	–	–	–	–	–

DUBLIN.	PROVINCES.	TOTAL.
209	2,996	9,479
257	4,114	
266	1,637	
732	8,747	

Appendix, No. 16.

A RETURN, taken in December 1852, of all those MALE PRISONERS who had been instructed in any species of Handicrafts previously to their Incarceration.

Shoemakers	46
Tailors	34
Weavers	37
Carpenters, coopers, and sawyers	30
Smiths, nailers, braziers, and tin-workers	32
Masons, slaters, &c.	22
Bakers	3
Painters	7
Netmakers	3
Watchmaker	1
Matmaker	1
TOTAL	216

The total of Males confined amounted to 5,077, and consequently the artisans, who, it is to be further observed, represent only the humblest kinds of skilled labour, stand in the ratio of but 4·25 per cent.

Appendix, No. 17.

Appendix, No. 17.

PAPERS referred to in the Evidence of his Excellency *J. R. Ingersoll.*

The DESIGN and ADVANTAGES of the HOUSE OF REFUGE, with Acts of Incorporation, Bye-Laws, Rules, &c.

"I speak as unto wise men, judge ye what I say."

DESIGN, &c. OF A HOUSE OF REFUGE.

A VERY slight acquaintance with the state of society, especially in large cities, must satisfy any man that a vast number of the children and youth of its population are entirely neglected.

A distinguished citizen of Pennsylvania, long connected with the administration of the criminal law, in allusion to this subject, says:—

"Vicious propensities are imbibed at a very early age by children, in the crowded population of a city. Parents, whose extreme poverty, casual calamity, or moral turpitude, induces a neglect of their offspring, expose them at once to be caught up by the profligate and knavish, to be made unsuspecting agents in the commission of offences, and to be trained into habits of idleness, cunning, and predatory vagrancy. A boy, 9, 10, or 12 years old, cannot range uncontrolled through the streets for a week, without forming dangerous associations, or without being entrapped by some veteran rogue, who, conscious of his own notoriety, eagerly enlists, with affected kindness or exaggerated menace, an unknown instrument for his purposes. Children, too, accomplish petty thefts with ease, and with frequent impunity; they pass unnoticed by the busy, or, if detected, are treated with indulgence. Success gradually emboldens; they become proud of their skill, form combinations among themselves, and grow ambitious to surpass each other in their daily contributions to the hoard of a common guide and pretended protector."

The next stage to a neglected and vicious childhood is a criminal youth. From the very elaborate and thorough investigation to which the authorities of Great Britain have been awakened by the alarming increase of juvenile crime, it appears that the period of life within which the larger number of criminals fall, is from 15 to 20, showing, that while the population of the country between these years is not quite one-tenth, by the census of 1846, the proportion of crime committed by them is more than one-fourth.

It being obvious that a large class of children and youth, in the incipient stages of a career of crime are found among us, humanity and public safety are interested in the inquiry,

What

What shall be done with them, or for them?

I. Shall they be permitted to pursue their present course, until it ends in the commission of some flagrant crime, to be followed by a public prosecution, expensive to society and disastrous—fatally disastrous—to the future character of the subject of it? Surely such a principle can find few advocates. Immunity from accountability for crime, up to a fixed period of life, and a consequent freedom from restraint and punishment until that period arrive, would be repugnant to every dictate of social prudence and justice. What means, then, shall be employed for their restraint and reformation?

II. Are the common prisons of the country suitable for this purpose? To seize upon the first dawn of the faculty of discerning between right and wrong, when childhood is manifest in the language, the deportment, and in the very person of the culprit, and subject the offender to the same punishment, and condemn him to the same associations with the ripe and hardened felon, has in it something so revolting to humanity that the spectacle never fails to enlist the feelings against the law; and judges and juries are often tempted to strain their consciences in order to produce an acquittal. Either alternative is dangerous to the future welfare of the unfortunate accused. If, by the irresistible impulse of humanity, he is restored to liberty, he may return to his former haunts and habits, emboldened by the impunity. If he be condemned, disgrace and infamy certainly attend him.

"If such delinquents are liable to be treated, when pursued, in the same manner as older and hardened ones, it is almost impossible to arrest their progress in depravity and mischief. Most men shrink with repugnance from harshness towards youth. The prospect of making them convicted felons is repulsive; and thousands have been permitted to continue unmolested, in preference to hurrying them to the penitentiary. Thus our most natural sensibilities become panders to public wrong, and contribute to keep up the juvenile gangs so necessary to the schemes of old culprits."

The chief justice of a sister state holds this language:—

"These unhappy little victims of neglect or shameful abuse of authority are hardly proper subjects of punishment; their offences are not their own; they have never been taught the laws of God or man, or, if they have, it has been only that they may despise them.

"If any punishment should be inflicted, the rod of the master would be more suitable than the prison, where their bodies and minds will be equally cramped, and become incapable of any change but that of distortion and disease. What more terrible than to immure, in the physically and morally foul apartments of a gaol, a child of tender years, without means of instruction or information, and then to turn him into the world with an atmosphere about him which will repel everything fitted to purify his body or his soul! Is it not certain that such an outcast will return to his wallowing, and accumulate filth and crime till he has become fit for the state prison or the gallows?

"How deeply does it concern the community to take these little creatures by the hand when they shall have committed the first offence, withdraw them from contamination and guilt, provide the means of industry and education, soften their minds to the reception of moral and religious truth, and gradually, by gentle treatment and wholesome discipline, lure them into habits of order, truth, and honesty. Is there any greater duty in a Christian country than this? Is it not plucking brands from the burning, and saving souls from death? Is it not the cheapest and the best way of preserving the peace and tranquillity of the community, and guarding the fruits of industry?"

If, of a hundred vagrant boys and girls thrown into the streets of a city to beg and steal, a considerable number shall be taught to abhor the ways of sin, and become honest, industrious, useful citizens, it is certainly better than to have them all follow a course of profligacy and crime, and in the end come to ruin. Surely the public must be alive to this subject, and it is matter of astonishment that, until within a few years, no measures have been taken to look into so important an interest with more care, and adopt some plan which shall lessen, if not cure, the enormous evil of punishing juvenile offenders without any prospect of reforming them.

About the time of the establishment of the house of refuge, the increase of juvenile crime had become very alarming. The result of an investigation at that time (13th November 1828) was, that there were then in prison in the city of Philadelphia 60 boys, 39 of whom were white, and the rest black; and we have official authority for the fact that, in the city of New York, before the establishment of the house of refuge there, of the persons brought before the police magistrate in one year, 480 were under 25 years of age, and a very considerable number of both sexes between 9 and 16, most of whom were children wandering about without home, and with no one to care for their souls or bodies.

Among the 39 white boys named in the list above mentioned, there were 11 who were styled by the keeper "good boys," from which we understand that there was nothing in their disposition or habits decidedly vicious. With care and instruction they might probably have been reclaimed, and have become useful members of society. But what were their condition and prospects? Branded with the infamy of a public trial, conviction and sentence, lost to the feeling of shame, turned loose upon the world, cut off from intercourse with the honest part of the community, without counsel, aid, or instruction, they are forced into the society of the vicious, and driven to crime for a subsistence. They are irretrievably lost when they might have been saved. Rejected by society, excluded from honest occupation, with the world in hostility against them, they naturally become enemies of the world, and grow into the most desperate offenders.

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An intelligent magistrate of England, upon actual observation, made in the course of a long experience, says, that early imprisonment is the great and primary cause from which crime originates. From this source most of the evils flow which affect the youthful offender, and at the earliest age he is led into those paths of vice, from which afterwards there is no escape; from which the light of hope is almost excluded, and where the tears of repentance (if they fall) are generally disregarded.

And another administrator of criminal law, of distinguished character and long experience, says, in attesting the benign influence of the house of refuge :—

"I find no difficulty now in checking the young offenders. Before the establishment of the house of refuge, a lad of 14 or 15 years of age might have been arrested and tried four or five times for petty thefts, and it was hardly ever that a jury would convict. They would rather that the culprit, acknowledged to be guilty, should be discharged altogether than be confined in the prisons of the state or county.

"This disposition, so frequently exercised by magistrates and jurors, rendered the lad more bold in guilt; and I have known instances of lads now in the house of refuge being indicted half a dozen times, and as often discharged to renew their crimes, and with the conviction that they might steal with impunity.

"The consideration, however, that there is a charity which provides for objects of this character, has removed all objections to convictions in cases of guilt.

"Formerly, too many citizens were reluctant in bringing to the police office young persons who were detected in the commission of crimes. This operated as an encouragement to depraved parents to send very young children to depredate on the community; if detected, they knew that no punishment would follow. This is one cause why the arrest of offenders of this class had become so rare. I might enlarge on the benefits of this noble charity were it necessary. Of this I am certain, that no institution has ever been formed in this country by benevolent men more useful and beneficent."

If the question lies between a gaol and such an institution as the house of refuge, it should be remembered that those who begin their days in a gaol most commonly become a burden for life, supported by the public while in, and by plunder when out; whereas the refuge, working a reform, enables them to support themselves and to contribute something to the general expenses of society. So that while one enlarges the sources of crime, and swells the streams that flow from it, the other seeks to diminish the fountain of iniquity and dry up its noxious issues. Who will not be convinced that, in this case at least, a just economy walks hand in hand with charity and policy?

"If it be wise," says a distinguished writer on criminal jurisprudence, "to prevent a hundred atrocious crimes, by removing the opprobrium of a venial fault and substituting instruction for punishment; if it is the highest species of humanity to relieve from the miseries of vice and the degradation of crime; to extend the operation of charity to the mind, and snatch, with its angel arm, innocence from seduction; if it be a saving to society to support a child for a few years at school, and thereby avoid the charge of the depredations of a felon for the rest of his life, and the expense of his future conviction and confinement, then is this school of reform a wise, humane, and economical institution."

If the house of refuge were to be considered merely as a place where so many children may be rescued from poverty, reclaimed from the haunts of vice and wickedness, protected, instructed, and reformed, it would be a charity having the highest claims to the liberality and bounty of Government. But when viewed as a means by which the perpetration of crimes will be prevented, as well as the increase of criminals, who would be chargeable to the state, it is believed that a regard to economy alone would require the support of this institution. There is hardly a child who will be sent to it, who, if left to the course which brings him to the house of refuge, would not finally be supported by the state as a convict. The evidence of this is, that a very large proportion of those who are now confined in our state prisons, commenced their career in crime when they were children, in our large cities. One person in particular, who was lately confined in the prison in Auburn, was first convicted when he was only 10 years old, and has since been, at different times, 28 years a convict, supported by the state of New York, at an expense of not less than 2,000 dollars. Half the interest of that sum, seasonably expended in his proper training, might have given him to the state as an intelligent, industrious, upright citizen, and a sharer of the public burdens; and we hazard nothing in saying that one-tenth of the cost of our prisons and penitentiaries, if expended in such preventive agencies as a good house of refuge supplies, would make half of them unnecessary.

The common prisons of our country, then, are obviously unsuitable places for juvenile delinquents. We do not forget the great improvements which have taken place in our prison discipline, and of which Pennsylvania may honestly and honourably boast. We are aware that many of the evils which attended our system are remedied in the new construction and arrangement of our prisons; but still there is the public trial, the recorded conviction, and the ignominious sentence. And, after all, who would take a child of tender years and doom him even to the separate cell, when a fair estimate of the guilt of all concerned will show him probably "rather sinned against than sinning"? Besides, he could have but imperfect moral or intellectual training there; he could have no recreation there; the freedom of motion, which his expanding nature asks, is, to a great degree, denied him there, and he suffers a punishment sadly disproportioned to the measure of his guilt.

III. Shall they be placed under the care of the guardians of the poor? Besides the fact that many of them are not proper subjects of public charity, *the guardians of the poor themselves have declared that such an institution as the house of refuge is greatly wanted*; that it relieves

relieves them from the burden of the worst part of a class of paupers, whom, under present circumstances, they are unable to regulate in such a manner as would be consistent with habits of industry, and with that moral and religious instruction which all children ought to receive.

It is obvious, then, that the institution we want is neither a prison nor an almshouse, *but a school of discipline and instruction,* or (for there is no word more expressive of the thing to be signified) a REFUGE.

IV. What then is the design of such an institution? The design of the house of refuge is to furnish an asylum, in which boys under a certain age, who come under the notice of the police, either as vagrants or houseless, or who are charged with petty offences, or who are in habits of transgression and insubordination which inevitably lead to overt criminal acts, may be received, put to such employments as will tend to encourage industry and develope ingenuity, taught reading, writing, arithmetic, and geography, and most carefully instructed in the nature of their moral and religious obligations; while, at the same time, they are subject to a course of treatment that will afford a prompt and energetic corrective of their vicious propensities, and hold out every possible inducement to reformation and good conduct.

The refuge is not a place of punishment; it is not a provision simply, nor even principally, for the security of society against offence, by the confinement of culprits, nor for inflicting punishment upon offenders as a terror to those who may be inclined to do evil. It presents no vindictive or reproachful aspect; it furnishes no humiliating recollections of the past; it holds out no degrading denunciations for the future; it attaches to the unhappy youth no badge of infamy, but, in the accents of kindness and compassion, invites the children of poverty and ignorance, whose wandering and misguided steps are leading them to swift destruction, to come to a home where they will be sheltered from temptation, and led into the ways of usefulness and virtue.

The refuge, then, is to be looked upon as a school for reformation, *not a place of punishment.* An asylum for youthful poverty, helplessness and ignorance, not a prison for malefactors. Its directors are the friends and instructors of its inmates. Instead of being outcasts from society, with scarcely a possibility of return, they are withdrawn only for a season, in the hope and confidence that, by a course of right, but not cruel or ignominious discipline, they may be prepared to partake of its enjoyments and even to hope for its rewards. In the meantime, the restraint imposed merely interdicts a fellowship with the vicious, which could not fail to be disastrous, and substitutes a fellowship of a beneficial character. It imposes restraint, for restraint is necessary no less for the good of the subject than for the security of society.

Idleness being the prolific parent of vice, the house of refuge is designed to be a place of *constant* occupation to every inmate. It is not contemplated that every moment shall be devoted to arduous and painful labour, nor that recreation and amusement shall be denied. These are the natural and innocent, and often the laudable indulgences of the young. In the intervals between labour and rest, they are made subservient to the work of reformation and instruction. They give relaxation from past and zest to future employment. Indeed recreation is regarded as part of the business of the institution; and is as remote from idleness as from extreme labour. It is encouraged at stated periods, for a short time, under the eye of a superintendent, and is of such a character as to exercise and invigorate the body, while it diverts the mind.

We have thus briefly sketched the design of our house of refuge; and truly the whole community is deeply interested in its accomplishment. It has for its object, and promises to realize in its results, the employment of the idle; the instruction of the ignorant; the reformation of the depraved; the relief of the wretched; a general diffusion of good morals the enlargement of virtuous society; and the universal protection of property and life.

The establishment of such an asylum for juvenile delinquents is an event at which the guardians of the law may heartily rejoice. The pain attendant on the performance of their duty is alleviated by the reflection that a process is within their power, by which the unpractised convict may be removed from the influence of evil example, to an asylum where lessons of industry, virtue, and religion will be taught.

Some have supposed the restraints imposed in this establishment were inconsistent with the liberty of the citizen, and especially with that clause of the Constitution, which secures to every one a trial by jury. To the candour of such, the following remarks, directed more particularly to this point, are respectfully submitted:—

The house of refuge is intended to obviate, not merely the sentence of infamy and pain, which follows a trial and conviction, but to prevent the trial and conviction itself. If a trial is to take place, the legitimate form is by jury. No substitute can be adopted, which our republican institutions would tolerate. By no other means can guilt be satisfactorily ascertained. But the inquiry which precedes admission here is not necessarily into the guilt or innocence of the subject, with a view to punishment. Such inquiry may be made; and the law provides for the reception of children who have been thus exposed to it, in the regular and customary form. Conviction is one of the circumstances which will justify admission here; and there is no other mode in which conviction can take place except by jury. One class of subjects, therefore, embraces those who have been regularly tried and condemned. A much larger class happily find a shelter here; where the inquiry has been directed mainly to the criminal tendency and to the manifestations of their condition, their means of support, and the protection and guidance that are afforded to them by their natural friends. If adequate securities against guilt are wanting, and if, without the

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interference of others, they must in all probability become criminal as well as wretched, they are entitled to a place within these walls, even though they may not have committed specific crimes. The imputation of a crime is not a necessary passport to admission. If it has been committed, it furnishes strong evidence of the absence and necessity of proper guardianship; since, we may presume, it would not have taken place if neither necessity nor bad example had been the inducement. But it is only in this respect that the crime is adverted to. A child is not the less wretched because guilty. Its wretchedness alone gives it a just title to reception. The addition of criminality does not take away its claims. Almost every child that steals is a vagrant as well as a thief; for theft is not seldom the result of a want of honest occupation and support; and a want of honest means of subsistence is vagrancy. When a commitment, therefore, is made by a magistrate, it is not simply nor even necessarily because of a crime, but because of want and bereavement, of which crime may be both the proof and the consequence. It would be equally cruel and unnecessary to subject a youth to trial and conviction, and thus to lasting infamy, when the chief design of the law may be fulfilled without all this process, and the child be instructed, cherished, and saved, without exposing it to the melancholy satisfaction of knowing that there are two motives for its restraint when one is sufficient.

Let the law be read, and it will appear that punishment is not named. The refuge system is introduced for the purpose of preventing punishment. It humanely ascribes the errors of early youth to the unconscious imitation of evil examples, sudden temptation, to the disregard of parents, to anything rather than malevolent intent. It therefore treats them as deficiencies of education, and provides means by which those deficiencies may be supplied. If the parent or the natural friend will show that there are no such deficiencies, or that proofs are wanting to substantiate them, the discipline of the refuge is reserved for other subjects.

Whoever will investigate the actual course of instruction and discipline at the house, must be convinced that wholesome restraint does not necessarily imply that there has been crime; that infamy is not the consequence of a residence here; that the leading object is to avoid disgrace, by cherishing a laudable self-respect in those who may become inmates; that punishment (except for offences committed in the institution, and with a view to preserve its discipline) is not contemplated by the plan. In a word, that the whole system is the reverse of that which prevails in prisons, the object being to prevent contamination and infamy, to prevent crime, to inform the ignorant, to support the friendless and forsaken, and to qualify all to maintain themselves by virtuous industry, and to enter the world with a knowledge of what is right, and a capacity to pursue the paths of rectitude.

It should be borne in mind that the managers themselves have no authority to send a subject to the house of refuge. They merely receive those who are committed to them by the proper authorities; they are indeed a BOARD OF GUARDIANS, composed of 31 gentlemen, five of whom are appointed by the public authorities, and the residue by private contributors. When a youth is brought to the house, they consider him as committed to their guardianship, and in every subsequent measure that is adopted for his discipline and instruction, this same principle of guardianship or parental oversight is a paramount feature. If by any modification of the institution, a public prosecution, with all the formalities of complaint, indictment, and trial, becomes necessary in order to place a subject under their care, a multitude of parents will see their children pursue a course of crime to the end rather than become prosecutors of their own offspring, and contributors to their early and indelible disgrace. As it is now, a large proportion (certainly not less than 50 per cent.) are sent there at the request or on the testimony of their parents or near relatives, clearly showing that the popular estimate is the correct one, and that the house is regarded by parents as a refuge from temptation, and not as a prison or a penitentiary.

V. Does the house of refuge accomplish the end proposed? The late De Witt Clinton expressed the opinion in one of his messages to the legislature of New York, that the house of refuge was the best institution of the kind that has ever been devised by the wit, or established by the beneficence of man. "It takes cognizance of vice in its embryo state, and redeems from ruin and sends forth for usefulness those depraved and unfortunate youth who are sometimes in a derelict state, sometimes without subsistence, and at all times without friends to guide them in the paths of virtue. The tendency of this noble charity is preventive as well as remedial; its salutary power has been felt and acknowledged in breaking up the haunts of vice and the diminution of our criminal proceedings."

It might be added, that the beneficial effects of the institution have a twofold bearing: first, upon the inmates, by placing them under wholesome discipline; and, secondly, upon the community, by withdrawing so much of the influence of vicious example in leading others astray.

Evil communication and example are the attendants of confinement in prison, and their effects are to corrupt the thoughtless and harden the ill-disposed; to render all who are so unhappy as to be subject to them infamous and wretched. This establishment affords no such means of indulgence in vicious habits or conversation, and can occasion no loss of virtuous feelings, nor of that self-respect which is essential to good conduct. All former errors are forgiven. A new course of life is adopted, and as the disgrace of trial and conviction has not preceded admission, the pain of punishment does not follow it. Education, employment, and instruction in some useful trade; constant association with persons of character and purity; the inculcation of moral and religious principles; rational amusement; the use of books calculated to gratify youthful taste, such as travels, voyages, history, fables, &c.; cleanliness in dress and person: these are the chief features of the discipline.

Let

Let them be compared with the corresponding points in the discipline of a gaol, and it will be easy to perceive the difference, in substance as well as name, between the one establishment and the other. Appendix, No. 17.

An eminent jurist, whose opinion on such a subject is certainly entitled to great regard, says:—

"The house of refuge is the most efficacious remedy as yet devised for these disorders. It rescues children from the otherwise inevitable results of early abandonment and their own inherent weakness; and, by the same process, it deprives the veteran in iniquity of the tools of his trade. When aware, indeed, from repeated observation, how essential in the perpetration of crime is the machinery of juvenile agents, how dependent the branded veterans are upon their unscathed pupils and puppets, I cannot easily exaggerate the remedial operation of your society. Our citizens no longer hesitate in arresting the juvenile offender, knowing and feeling that by so doing they, in effect, snatch the brand from the burning. The magistracy, too, experience inconceivable relief, by being empowered to reconcile the necessities of social order and the precautions of the understanding with the best impulses of the heart."

Grand juries have repeatedly recommended it as an institution deserving of every support, and expressed the hope that it might receive all that assistance from an enlightened legislature and intelligent public which its exigencies may demand.

And on one occasion they say: "The admirable system throughout, the attention to personal cleanliness, the moral and religious care bestowed on the unfortunate inmates, the promoting of industrious and studious habits, and the teaching of those branches of education most useful, cannot but lead to the happiest results; and they cherish the hope that many who, but for this establishment, would be lost, will not only be restored to society, and become useful members thereof, but, what is of much more importance, will secure their eternal welfare."

The chief justice of this state, in calling the attention of the grand jury to the house of refuge, used the following language:—

"The principal design is to provide a place of confinement for *juvenile offenders*, where, separated from the society of common felons, they may be subjected to a course of treatment calculated to bring them all back to the paths of industry and virtue; the want of which is acknowledged by every one conversant with the transactions of our criminal courts. No part of our duty is attended with more distressing considerations than the sentencing of this class of offenders. Vengeance is not the object of the law. To reform, and deter, are exclusively the legitimate purposes of every criminal code; and when neither of these is to be accomplished, the infliction of punishment produces nothing but a useless addition to the sum of human suffering."

And the grand jury, in a full presentment on the subject, referring to the sentiments of the chief justice, say:—

"Few charities, as the grand inquest believe, have higher claims on the public; and few, perhaps, will be more permanently useful than the house of refuge. Here the misguided and neglected, rather than guilty child, will find an abode, where religious and moral principles and industrious habits will be inculcated, where virtue will be cherished, and vice repressed. When the pupil leaves the institution, it is to be hoped he will go forth into the world with such a character for honesty and integrity as may lead the virtuous portion of society to receive him among them. Instead of being a weight on the community, supported either in our gaols or almshouses, he will be enabled to bear his part of the public burdens."

Who would not desire for any child of misfortune the mild and merciful guardianship of a house of refuge, its temporary restraints, depending for their duration, as well as rigour, altogether upon the conduct and capacity of the individual while in the house, and leaving, on their removal, neither the stings of remorse nor the stains of infamy.

VI. What is the discipline and instruction of the house of refuge, and who are the proper subjects of it?

1. As to the subjects, they are generally those who are neglected and destitute, orphans, without parents or friends to advise or direct them; and there are not wanting numerous instances in which abandoned parents, for their own gratification, direct their children into the paths of vice by sending them into the streets to beg or to steal. There is, besides, a case, by no means of rare occurrence, appealing, if possible, still more powerfully to our sympathy—that of a widowed mother, who sees her son rushing upon destruction, and is unable by any authority she can employ, or by any influence she can exert, to reclaim him from his evil ways, or arrest him in his progress to ruin. Where can she look for assistance or relief? If the power of the law be interposed it sends him to gaol, where he becomes still more degraded, and is perhaps condemned to deeper contamination. The true judgment of a mother's never-dying affection would readily assent to restraint, if accompanied with care and instruction, and freed from the stigma and the poison of a confinement in prison. But the gaol she regards as an extremity so disastrous, that tears and prayers, and every exertion she can employ, are used to avert it, and when at last it comes, it is an overwhelming calamity. Thus is she doomed to witness the downward course, and perhaps the ruin of her child, without the power to save or to help him.

This is no fancy sketch; nor is it drawn from other countries, or from other times. Many an unhappy and anxious mother has applied to the managers of our houses of refuge, and found new hope spring up in her burdened heart in the prospect of such an asylum for a wayward and vicious child.

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If such be the nature of the law and of our ordinary institutions, and such their inadequacy, or worse than inadequacy, in the case of juvenile delinquents; if the security of society requires, that without regard to their feebleness, their destitution, or their inevitable ignorance, they should be treated as criminals, surely it is a noble charity which seeks to devise and to execute a plan for extending to them parental aid, affording them the means of instruction, and leading them into the ways of industry and uprightness; which endeavours to rescue them from the effects of their unhappy condition, ascribing, with equal justice and humanity, their errors, and even their vices and their crimes, in a great degree to the want of that aid which childhood always requires.

The character of the subjects is also disclosed in the following clause from the sixth section of the act of incorporation; viz.

"That the said managers shall at their discretion receive into the said house of refuge such children who shall be taken up or committed as vagrants, or upon any criminal charge, or duly convicted of criminal offences, as may in the judgment of the court of oyer and terminer, or of the court of quarter sessions of the peace of the county, or of the mayor's court of the city of Philadelphia, or of any alderman or justice of the peace, be deemed proper objects; and the said managers of the house of refuge shall have power to place the said children committed to their care, during the minority of the said children, at such employments, and cause them to be instructed in such branches of useful knowledge as may be suitable to their years and capacities; and they shall have power in their discretion to bind out the said children, with their consent, as apprentices during their minority, to such persons and at such places, to learn such proper trades and employments, as in their judgments will be most conducive to the reformation and amendment, and will tend to the future benefit and advantage of such children: provided, that the charge and power of the said managers upon and over the said children shall not extend, in the case of females, beyond the age of 18 years."

It is a subject of deep regret that as the law now is, no inmate can be received into the refuge from any county but the county of Philadelphia, except upon conviction by a jury, which fastens upon him the civil disqualifications and ignominious character of a felon.

As to the discipline of the institution, it is intended to be constant and firm, while it is kind and affectionate; it consists in the watchful guardianship of friends, not the severe and rigorous exaction of task-masters. But it is a part of its theory that it shall be only temporary. As it is designed to make its subjects useful and respectable in life, it cherishes the hope of putting them in the way to usefulness and respectability at an early period. Experience has shown elsewhere, that habits of industry and good conduct steadily maintained for a few months, not in general exceeding a year, so withdraw the inclinations from the vices of earlier infancy, and the pursuits that might have been the consequence of them, that there is little danger of a relapse. There is no certain rule on this subject, however, and it is better for all parties that a radical reformation should be accomplished, if possible, before a new exposure to temptation. As soon as this happy effect is clearly manifested, and the elements of school learning, and some knowledge of a trade, have also been communicated, the power to bind out the pupils, with their consent, to apprenticeships, is at once exercised. In this the managers have by law an authority similar to that of parents over their offspring, and to that of the guardians of the poor. It differs in being exercised only upon those who have been disposed to crime, in being preceded by the judgment of a lawful magistrate, as well as their own, and in a course of preparation and discipline, which render the apprentice more fit for his station than he would be if taken at once from a course of idleness and a state of entire ignorance. It may be added, that the master to whom the child is indentured is at liberty to return him or her to the institution for further discipline if insubordination, or other bad conduct, should make it necessary.

The following extract from the Report of a Committee of the Legislature of Pennsylvania, though made some years ago, is still a just representation of the institution:—

"The buildings are substantial, and their arrangements judicious. The inmates present a healthy appearance; their clothing is comfortable, and their fare is abundant and wholesome. Their labour is suited to their age and capacity; regular, but not severe. Their government, so far as the nature of the case will allow, is parental. They have their regular hours of labour and instruction; while every attention is paid to induce habits of industry, the greatest possible care is had for their intellectual improvement. The ordinary branches of an English education are better acquired in the house of refuge than in many of our country schools.

"These remarks will apply to both the male and female departments. The committee were pleased to witness the great attention paid by the managers in affording the means of moral and religious instruction. Stated periods are set apart for devotional exercise; the duty is performed with proper solemnity, and the most respectful attention is paid by all classes. Ministers of different denominations attend and preach alternately every Sabbath. The day is spent in giving and receiving instructions of the most useful kind; and these duties appear to be performed by all concerned with pleasure and profit.

"A very great proportion of the children in the house of refuge are orphans. Of the females, there are nearly three-fourths who have no parents; and such as have, in most instances derive no advantages from them.

"To this unfortunate class, the advantages of this institution are peculiarly adapted. Here their vicious tempers and habits are restrained, their minds improved, principles of virtue inculcated; and not a few, who were in the broad road to ruin, have been rescued from destruction and prepared for usefulness, and are now filling respectable places in society. Some of these instances have come under the special notice of your committee, and are referred

referred to as an evidence to show that the benevolent designs of the founders of this institution have been realized, in reclaiming youthful offenders from the disgrace and ruin consequent on a confinement in a gaol or penitentiary, to which their vicious practices would unavoidably have brought them. Appendix, No. 17

"The committee have seen and conversed with several persons who spent several years in the house of refuge, who uniformly bear testimony to its usefulness, the ability with which it is conducted, the wholesomeness of its discipline, and who acknowledge themselves indebted to that institution for the respectable station they now hold in society."

An important feature in the character of the house of refuge, distinguishing it from all systems of penitentiary discipline, is, that no pupil is sent thither for a definite period. No boy can be retained after he is twenty-one, and no girl after she is eighteen. Within these limits the term of each child's residence is to be governed by his capacity, docility, and diligence. As soon as he becomes fit for a place, and a suitable place offers, he is indentured. The mode of doing this, and all the safeguards and precautions, will be apparent by reading the fourth section of the bye-laws of the institution, which are annexed.

VII. Danger of abuse.

There is not the slightest danger of a child's becoming an inmate who might be regarded as an unsuitable subject. An examination before a court of justice or a magistrate is the first precaution against hasty admission. When an opinion is thus expressed and committed to writing, and the youth is taken to the house of refuge, the managers are to exercise their judgment also, as an option is given to them to accept or refuse delinquents committed by the authority of any magistrate of the city or county. A judgment of thirty-one individuals, performing an office of humanity, without interest and without motive, (except of kindness and good-will towards the children to be received,) is not likely to be perverted to the ends of oppression. But if, at any time, an unadvised admission should occur, ample authority remains to correct the error. The managers also can, and undoubtedly would, discharge a child, and return it to its parents, when, on investigation, it should appear not to be a proper subject. An occurrence of this nature is barely possible when admission is attended with the guards which are now specified.

The authorities who have power to send children to the house of refuge are courts of justice, or individual civil magistrates. From the first there can be no apprehension. If the latter are supposed to be of doubtful competency for so serious a trust, still security for their prudence is found in their public character and immediate responsibility, and in the extreme improbability of their having any inducement to do wrong. Suppose them, however, to err, by making an irregular commitment. It is subject to the revision of a body of 31 men, who have embarked in the duty from disinterested motives, unrewarded except by an approving conscience, unbiassed except by the zeal of charity. The danger of their concurring in any improper proceeding on the part of a magistrate is so small that it can scarcely be made the subject of an estimate. But let them err, too, contrary to every imaginable motive—let them connive at an irregular commitment, the case is still as completely within the reach of redress as it was before the certificate was signed by the magistrate, which consists of nothing more than an opinion that the party committed is a proper subject for the house of refuge.

As a further precaution, the law enacts that it shall be the duty of the president and associate judges of the common pleas of Philadelphia county, the judges of the district court of the city and county of Philadelphia, and the recorder of the city of Philadelphia, alternately, in such manner as may be arranged between them at a joint meeting for that purpose, from time to time held, to visit the house of refuge, at least once in two weeks, or oftener, if to the said judges it shall seem requisite, and it shall be the duty of the judge or recorder so visiting the house of refuge, carefully to examine into all the commitments to the said house of refuge, made by the aldermen or justices aforesaid, that have not previously been adjudged upon by one of the said judges or recorder, which commitments it shall be the duty of the managers of the house of refuge truly and correctly to lay before such judge or recorder, and on such examination such judge or recorder shall have produced before him by the managers aforesaid, their superintendent or agent, the infant or infants described in such commitment, and the testimony upon which he or she shall have been adjudged a fit subject for the guardianship of said managers, or on which he or she shall be claimed to be held as such, and shall determine whether he or she be a proper subject for the guardianship of the house. The details of proceedings are fully set forth in section 3, of the Act of April 10, 1835, hereunto annexed.

And if all these minute precautions should fail, there remains the glorious remedy which must always preserve the liberty of the country, and secure to the humblest citizen instant relief from oppression. A writ of *habeas corpus* brings the whole transaction in review before any judge whom the friends of the complaining party may select, or before all the judges of the commonwealth, if it be necessary, in succession, if one shall improvidently refuse redress. To show the grounds and bearings of these provisions, we insert the following

DECISION of the SUPREME COURT of PENNSYLVANIA.—December Term 1838.

[*Ex parte Crouse.—Habeas Corpus.*]

Per Curiam.—The house of refuge is not a prison but a school; where reformation and not punishment is the end. It may indeed be used as a prison for juvenile convicts who

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would else be committed to a common gaol; and in respect to these, the constitutionality of the act which incorporated it stands clear of controversy. It is only in respect of the application of its discipline to subjects admitted on the order of a court, a magistrate, or the managers of the almshouse, that a doubt is entertained. The object of the charity is reformation, by training its inmates to industry; by imbuing their minds with principles of morality and religion; by furnishing them with means to earn a living; and, above all, by separating them from the corrupting influence of improper associates. To this end, may not the natural parents, when unequal to the task of education, or unworthy of it, be superseded by the *parens patriæ*, or common guardian of the community? It is to be remembered that the public has a paramount interest in the virtue and knowledge of its members, and that, of strict right, the business of education belongs to it. That parents are ordinarily intrusted with it, is because it can seldom be put into better hands; but where they are incompetent or corrupt, what is there to prevent the public from withdrawing their faculties, held, as they obviously are, at its sufferance? The right of parental control is a natural but not an unalienable one. It is not excepted by the Declaration of Rights out of the subjects of ordinary legislation; and it consequently remains subject to the ordinary legislative power, which, if wantonly or inconveniently used, would soon be constitutionally restricted, but the competency of which, as the government is constituted, cannot be doubted. As to abridgment of indefeasible rights by confinement of the person, it is no more than what is borne to a greater or less extent in every school; and we know of no natural right to exemption from restraints which conduce to an infant's welfare. Nor is there a doubt of the propriety of their application in the particular instance. The infant has been snatched from a course which must have ended in confirmed depravity; and, not only is the restraint of her person lawful, but it would be an act of extreme cruelty to release her from it.

Remanded.

VIII. History and endowments.

On the 7th of February 1826, it was resolved with great unanimity by a large and respectable meeting of the citizens of Philadelphia, to organize a society for the reformation of juvenile delinquents, and on the 23d of March following an act of incorporation was passed; thus giving the entire sanction of the legislative wisdom of Pennsylvania to the plan of benevolence that had been devised.

Subsequent acts have testified to the continued confidence of the legislature in the utility of the system, and their willingness to sustain it by liberal endowments.

The building and grounds of the white department have cost not far from 85,000 dollars; and those of the coloured department, 72,000 dollars. In the former are accommodations for 156 boys and 70 girls; in the latter, accommodations are furnished for only 100 inmates, viz., 70 boys and 30 girls, but the plan contemplates provision for 250. The indebtedness of the institution is 59,000 dollars. The annual expense of sustaining both departments, including interest on loans, is 26,500 dollars. Towards this sum the county of Philadelphia contributes 13,000 dollars; the state appropriates 6,000 dollars; the labour of the inmates produces 7,000 dollars, and voluntary contributions amount to about 300 dollars.

Considering the age and ignorance of most of the youths sent to the house, the limited variety of occupations which can be introduced, the risk of employing raw hands on tools and materials, and the short period of their stay (especially those who are most capable, industrious, and well behaved, and who are for that very reason the earliest to be indentured), the income from the labour of the house is quite as much as could be expected. Indeed that it is so large is to be ascribed in no inconsiderable degree to the remarkable health of the institution. From its opening in 1828 to the close of 1849, more than 2,500 boys and girls have been under its care, and many of them (we need not say) peculiarly liable to disease; yet such has been the favour of a kind Providence towards the institution, that only 32 deaths have occurred. In six of the years (and one of them, 1832–3, the first season of cholera) but a solitary death occurred in the house.

IX. Known results.

Of 4,397 boys and girls received into the New York House of Refuge previous to 1st January 1849, it is believed that THREE-FOURTHS have been saved from ruin and reformed. The public confidence in the value of this reformatory influence is silently evinced by the fact that the number of inmates has steadily increased from 182 in 1831, to 304 in 1848, and 355 in 1849, and now strenuous exertions are in progress greatly to enlarge the premises.

Of the condition of the 2,250 inmates received into the Philadelphia House of Refuge previous to January 1849, quite as favourable a report would be fully warranted. The accounts received of many of them show not only the uprightness and respectability of their character, but their enterprise as men of business, and their worth as contributors to the welfare and advancement of the communities in which they live.

The evidence of this is drawn from a variety of sources, from the masters and mistresses of the children in various parts of the country, and from neighbours whose knowledge is obtained from personal observation and general report, and though disappointment is sometimes experienced, and a reformation supposed to be radical turns out to be superficial, yet, on the whole, the *known results* of the system abundantly sustain its claims to public confidence.

CONCLUSION.

Conclusion.

It should always be remembered in connexion with this whole subject, that there is a sort of moral retribution, provided for in the very constitution of society, which visits upon us the just punishment of our neglect or omission of duty towards the ignorant and forsaken. If juvenile delinquency is allowed to pass with impunity, it will soon break forth into outrage and crime of every description, and offences and offenders will multiply without number or end. If, on the other hand, we check the formation of the early habit, by removing the child from scenes of temptation and guilt, if we put him where restraint and wholesome discipline are connected with personal liberty and enjoyment, and with literary, moral, and religious instruction, and then transfer him to the care and training of one of our good and faithful farmers or mechanics, to be taught some useful and profitable art of life, we are sure that the best interests of the community are subserved, while the individual himself is saved and blessed.

The Philadelphia House of Refuge, its Arrangement, Discipline, and General Regulations.

The white department of the *house of refuge* is on the corner of Ridge-road and Coates'-street, entrance from the Ridge-road. It was erected in the years 1826-28. A number of citizens felt that such an institution was necessary, and they gave their money freely to build it. Several legacies have been left to it, and yearly contributions are still made to support it. The coloured department is situated on William-street, between Poplar and Parrish-street, south-west from Girard College, and north-west from the Eastern State Penitentiary.

There are 31 citizens of Philadelphia who have the care of the house of refuge. They appoint all the officers, and have the general oversight of everything about the house. There is a committee who meet every Thursday afternoon, called the executive committee, and to them a report is made of what has been done in the previous week. Two of this committee, called the visiting committee, repair to the institution once a week, go through all the workshops, offices, sleeping halls, &c., see and converse with all the new comers, and report to the executive committee whatever deserves notice. There is also an indenturing committee, consisting of five discreet and intelligent men, whose business it is to seek good places for the boys and girls, and to see that they are indentured and well taken care of. And before a boy or girl is considered a regular inmate of the refuge, some one of the judges of the courts examines all the proceedings to see that they are regular, and that no injustice or wrong is done in the case.

When a boy or girl is thus brought under the care of the institution, it is the same as giving him or her up to the care of some good guardian. There is nothing in the institution that resembles a prison or a place of punishment, except the outside wall, which is required to keep the inmates from running away. Within is a spacious yard, adorned with flowers and shrubbery, such as few private houses can show. There is also a suitable playground for fair as well as for foul weather.

The boys are soon put to work in one of the shops, at something suited to their age and strength; and the girls are employed in some useful way. Among the first things required, are, *obedience to the rules, diligence*, and *attention to work*. Care is taken that none shall have unreasonable tasks, nor be unkindly treated by those who oversee them. They soon become interested in their work, and if they are obedient and industrious, will not lose their reward.

Twice a day they are assembled in a good airy school-room, where they are taught to read, write, and cipher, and where, if they are disposed, they can acquire a very good common education. They have a library of entertaining and instructive books to read, and proper intervals of play and relaxation; and if sick, they are carefully provided for in the infirmary, where they have all needful nursing and the best medical attendance. They have a plain but decent and comfortable lodging-room, each by himself or herself, with bed and bedclothes suited to the season. A sufficiency of good and wholesome food is provided for them at three daily meals. There is a supply of excellent water for bathing (which is required three times a week) and for all other purposes; and the inmates are also furnished with proper clothing, caps, shoes, &c. On Sunday the boys are all collected in a spacious chapel for Divine service, which is conducted by clergymen of various denominations, who kindly attend for that purpose. The girls occupy the gallery of the chapel. A Sunday-school is also opened in both departments, and its privileges enjoyed by all. Morning and evening prayers are also regularly attended in both departments.

The expenses of the institution are defrayed by grants from the state and county, the labour of its inmates, and the charities of the public. Thus it will be seen that a great benefit is done to the children without any expense to the parents; they are fed, clothed, and educated, and a good place provided for them to learn a trade or business, without calling on the parents for a cent.

Most of the boys and girls who come to the house of refuge are sent there at the request of their parents, because they are disobedient and will not be controlled, or because they are in unsteady or vicious habits, and exposed to fall into still worse crimes. It is a place, *not to punish criminals, but to restrain and guide those who are likely to become criminals*, if they are let alone. By being sent to the house of refuge, they are saved from the certain disgrace that would attach to them were they sent to a prison.

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We have said that most of the boys and girls are sent to the institution at the request of the parents; they have become tired of the vain attempt to keep them under control, and to relieve themselves as well as to benefit the child, they send him or her to the refuge. Now, it will be seen at once, that when so much pains are taken to have every inmate properly introduced, and then to put them in a course of good training, it would not be wise to give them up until there has been a fair opportunity to improve them; it would never do to have the inmates coming and going all the time. In general, the shortest time in which the discipline of the house can be expected to do lasting good, even to a teachable and well-disposed child, is *a year*. How much the term of restraint shall extend beyond that period must depend, ordinarily, on the character and conduct of the individual, and the occurrence of a favourable opportunity to indenture him.

Parents and friends sometimes become impatient to have an inmate released after three or six months, not because there is any decided change for the better, but simply because they think he or she has been there long enough. As there is no profit, but a considerable expense, attending their stay, the managers can have no motive in keeping them an hour beyond what is needful for their own good; and it should always be remembered that it is best for a child to be kept there until he can be better provided for elsewhere. For these reasons it would be well, before sending children to the refuge, that parents and friends should make up their minds to leave the time of his discharge entirely to the judgment of the managers.

The whole institution is under the charge of the superintendent, to whom all inquiries should be addressed; he is assisted by several officers, each of whom is bound to make the best interest and greatest improvement of the inmates his first object. The girls' department is under the immediate care of a matron, selected for her qualities as a mother, housekeeper, disciplinarian, and friend; she also has assistants; and the boys and girls have not only separate schools, but separate teachers.

Rules of Admission, &c.

1. Admission to the house of refuge can be obtained only by tickets.
2. Any citizen can obtain a ticket on application to any member of the Board of Managers.
3. Strangers can obtain a ticket by application to any of the managers, or to any of the judges of the court, or to the mayor.
4. Citizens are admitted only on Wednesdays, after two o'clock, P.M.
5. Strangers are admitted after two o'clock, P.M., on any day except Saturday and Sunday.
6. The inmates may be visited by parents, guardians, or other near relatives, once in two months. At the first visit a ticket is given to them, which serves for their future visits.

Every needful precaution is taken to secure the welfare and proper treatment of the boys and girls who are discharged by indenture.

Acts of Incorporation.

An Act to incorporate the Subscribers to the Articles of Association, for the purpose of establishing and conducting an Institution for the Confinement and Reformation of Youthful Delinquents, under the Title of The House of Refuge.

Whereas an association of citizens of this Commonwealth hath been formed in the city and county of Philadelphia, for the humane and laudable purpose of reforming juvenile delinquents, and separating them from the society and intercourse of old and experienced offenders, with whom, within the prisons of the said city, they have been heretofore associated, and thereby exposed to the contamination of every species of vice and crime, and the members of the said association having prayed to be incorporated, Therefore

Sect. 1. Be it enacted by the Senate and House of Representatives of the Commonwealth of Pennsylvania, in General Assembly met, and it is hereby enacted by the authority of the same, that all such persons as now are, or shall hereafter become subscribers to the said association, in the manner hereinafter provided, be, and they are hereby incorporated, and made a body politic in law, by the name, style, and title of "The House of Refuge;" and by that name, style, and title shall have perpetual succession, with the power to have a common seal, and to change the same at pleasure; to make contracts relative to the institution, to sue and be sued, and by that name and style be capable in law of purchasing, taking, holding and conveying any estate, real or personal, for the use of said corporation: provided, that the annual income of such estate shall not exceed in value five thousand dollars, nor be applied to any other purposes than those for which this incorporation is formed; and also to establish bye-laws and orders for the regulation of the said society, and the preservation and application of the funds thereof: provided the same be not repugnant to the constitution and laws of the United States, or of this Commonwealth.

Sect. 2.

Sect. 2. And be it further enacted by the authority aforesaid, that every person who hath subscribed the said articles of association, or who shall hereafter subscribe the same, and pay to the funds of the institution the sum of fifty dollars, or ten dollars annually for the term of six years, shall be a member for life; and every person paying the sum of two dollars annually shall be a member while he continues to contribute the said sum, such payment to be made at the time and in the manner to be prescribed by the bye-laws of the said association.

Sect. 3. And be it further enacted by the authority aforesaid, that the estate and concerns of the said corporation shall be conducted by the following officers: a president, two vice-presidents, a treasurer, and a secretary, and twenty-one managers, of whom five shall constitute a quorum for the transaction of business, who shall appoint from their own body a chairman and a secretary, and prescribe the duties of each. That the members of the said association shall assemble on the first Monday of May annually, at such place in the said city as the Board of Managers may from time to time appoint, and of which the president, or in case of his absence or refusal to give the same, the secretary, or any member of the said association, shall give notice in at least two of the daily papers of the city of Philadelphia, and elect, by a plurality of ballots, the aforesaid officers; and whenever any vacancy shall occur by death, removal from the city or county, or otherwise, the same shall be filled for the remainder of the year by such person, being a subscriber to the said articles of association, as the Board of Managers for the time being, or a major part of them, shall appoint: provided, that the notice of the election to be held in May next, may be given by the committee appointed for that purpose by a meeting of citizens held on the 1st day of March instant.

Sect. 4. And be it further enacted by the authority aforesaid, that if the annual election shall not take place on the day appointed for that purpose, the said corporation shall not therefore be dissolved, but the members of the said Board shall continue in office until a new election, which shall be had at such time and place, and after such notice as the said Board shall prescribe; and in case of an equality of votes for any one or more persons as a member or members of the said Board of Managers, the said Board shall determine which of such persons shall be considered as elected, and such person or persons shall take his or their seats, and act accordingly.

Sect. 5. And be it further enacted by the authority aforesaid, that the Board of Managers shall provide a suitable building as a house of refuge in the city or county of Philadelphia, and establish such regulations respecting the religious and moral education, training, employment, discipline, and safe keeping of its inhabitants, as may be deemed expedient and proper.

Sect. 6. And be it further enacted by the authority aforesaid, that the said managers shall, at their discretion, receive into the said house of refuge such children who shall be taken by or committed as vagrants, or upon any criminal charge, or duly convicted of criminal offences, as may, in the judgment of the court of oyer and terminer, or of the court of quarter sessions of the peace of the county, or of the mayor's court of the city of Philadelphia, or of any alderman or justice of the peace, or of the managers of the almshouse and house of employment, be deemed proper objects; and the said managers of the house of refuge shall have power to place the said children committed to their care, during the minority of the said children, at such employments, and cause them to be instructed in such branches of useful knowledge as may be suitable to their years and capacities; and they shall have power, in their discretion, to bind out the said children, with their consent, as apprentices, during their minority, to such persons and at such places, to learn such proper trades and employments, as in their judgment will be most conducive to the reformation and amendment, and will tend to the future benefit and advantage of such children: provided, that the charge and power of the said managers upon and over the said children shall not extend, in the case of females, beyond the age of 18 years.

Sect. 7. And be it further enacted by the authority aforesaid, that the said saidmanagers the house of refuge, under this Act, may, from time to time, make bye-laws, ordinances, and regulations, relative to the management, government, instruction, discipline, employment, and disposition of the said children, while in the said house of refuge, not contrary to law, as they may deem proper, and may appoint such officers, agents, and servants as they may deem necessary to transact the business of the said corporation, and may designate their duties: and further, that the said managers shall make annual report to the legislature of this Commonwealth of the number of children received by them into the said house of refuge, the disposition which shall be made of the said children, by instructing or employing them in the said house of refuge, or by binding them out as apprentices, the receipts and expenditures of the said managers, and generally all such facts and particulars as may tend to exhibit the effects, whether beneficial or otherwise, of the said association; and the right to alter, amend, or repeal this Act, is hereby reserved on the part of the Commonwealth.

Sect. 8. And be it further enacted by the authority aforesaid, that the lot of ground, s the buildings which may be erected thereon, for the use and object of the said associa shall be free of tax.

Approved, March 23, 1826.

Appendix, No. 17.

The Fourth Section of the "Act to endow the House of Refuge," and for other purposes therein mentioned, passed the 2d of March, 1827, directs—

That the managers of the house of refuge shall receive into the same such children who shall be convicted in the court of oyer and terminer, or quarter sessions of any county except the county of Philadelphia, or mayor's court of any city except the city of Philadelphia, of any offence which, under the existing laws, would be punished by imprisonment in the penitentiary, as may be, in the judgment of the said courts, deemed proper objects for the house of refuge; and the children so received shall be clothed, maintained, and instructed by the said managers, at the public expense of the proper county; and the accounts of the said children shall be kept by the managers, in the same manner that the accounts of convicts in the penitentiary are now directed to be kept by the inspectors thereof; and the said managers of the house of refuge shall have power to place the said children committed to their care, during the minority of the said children, at such employments, and cause them to be instructed in such branches of useful knowledge as may be suitable to their years and capacities; and they shall have power, in their discretion, to bind out the said children, with their consent, as apprentices during their minority, to such persons, and at such places, to learn such proper trades and employments as in their judgment will be most conducive to the reformation and amendment, and will tend to the future benefit and advantage of such children: provided that the charge and power of the said managers upon and over the said children shall not extend, in the case of females, beyond the age of eighteen years: and provided, that this section shall not be construed to apply to children received into the said house of refuge from the city and county of Philadelphia, or to repeal or affect the sixth section of the Act, entitled "An act to incorporate the Subscribers to the Articles of Association, for the purpose of establishing and conducting an Institution for the Confinement and Reformation of Youthful Delinquents, under the Title of The House of Refuge," passed March 23d, 1826.

A Supplement to an Act entitled, "An Act to incorporate the Subscribers to the Articles of Association, for the purpose of establishing and conducting an Institution for the Confinement and Reformation of Youthful Delinquents, under the Title of The House of Refuge," passed March 23d, 1826.

Sect. 1. Be it enacted by the Senate and House of Representatives of the Commonwealth of Pennsylvania, in General Assembly met, and it is hereby enacted by the authority of the same, that in lieu of the manner prescribed by the sixth section of the Act, to which this is a supplement, it shall be lawful for the managers of the house of refuge, at their discretion, to receive into their care and guardianship, infants, males under the age of 21 years, and females under the age of 18 years, committed to their custody, in either of the following modes, viz.:

1st. Infants committed by an alderman or justice of the peace, on the complaint and due proof made to him, by the parent, guardian, or next friend of such infant, that by reason of incorrigible or vicious conduct, such infant has rendered his or her control beyond the power of such parent, guardian, or next friend, and made it manifestly requisite that, from regard for the morals and future welfare of such infant, he or she should be placed under the guardianship of the managers of the house of refuge.

2d. Infants committed by the authority aforesaid, where complaint and due proof have been made that such infant is a proper subject for the guardianship of the managers of the house of refuge, in consequence of vagrancy, or of incorrigible or vicious conduct, and that from the moral depravity or otherwise of the parent, or next friend in whose custody such infant may be, such parent or next friend is incapable or unwilling to exercise the proper care and discipline over such incorrigible or vicious infant.

3d. Infants committed by the courts of this Commonwealth in the mode provided by the Act, to which this is a supplement.

Sect. 2. That it shall be the duty of any alderman, or justice aforesaid, committing a vagrant or incorrigible or vicious infant as aforesaid, in addition to the adjudication required by the first section of this Act, to annex to his commitment the names and residences of the different witnesses examined before him, and the substance of the testimony given by them respectively on which the said adjudication was founded.

Sect. 3. That it shall be the duty of the president and legal associates of the Common Pleas of Philadelphia county, the judges of the district court of the city and county of Philadelphia, and the recorder of the city of Philadelphia, alternately, in such manner as may be arranged between them at a joint meeting for that purpose, from time to time held, to visit the house of refuge, at least once in two weeks, or oftener, if to the said judges it shall seem requisite, and it shall be the duty of the judge or recorder so visiting the house of refuge carefully to examine into all the commitments to the said house of refuge, made by the aldermen, or justices aforesaid, that have not previously been adjudged upon by one of the said judges or the recorder, in the manner hereinafter directed, which commitments it shall be the duty of the managers of the house of refuge truly and correctly to lay before such judge or recorder; and on such examination, such judge or recorder shall have produced before him by the managers aforesaid, their superintendent or agent, the infant

infant or infants described in such commitment, and the testimony upon which he or she shall have been adjudged a fit subject for the guardianship of said managers, or on which he or she shall be claimed to be held as such; and if, after examining the infant and such testimony, the said judge or recorder shall be of opinion that, according to the laws of this Commonwealth regulating the control of infants, a case has been established which in his opinion would, according to law, authorise the transfer of the parental authority over such infant to the managers of the house of refuge, then and in that case it shall be the duty of the said judge or recorder to endorse an order on the commitment of the justice or alderman, directing the infant to be continued under the guardianship of the managers of the house of refuge, after which it shall be lawful for said managers to exercise over all such infants the powers and authorities given them by the Act, to which this is a supplement. But if the said judge or recorder shall be of opinion that such case has not been made out, he shall order such infant to be forthwith discharged, which order shall be obeyed by the managers, under the pains and penalties provided by law against wrongful imprisonment: provided that it shall be the duty of said judge or recorder, at [the request of such infant or any person in his behalf, to transfer such hearing to the court-house of the court of which he is a member, in order that the infant may have the benefit of counsel and of compulsory process to obtain witnesses required in his or her behalf, which such judge or recorder is hereby authorised to award as fully and amply as any judge or court could do on the hearing of a writ of habeas corpus: And provided also, that nothing in this Act contained shall be construed to interfere with the provisions of an Act, entitled "An Act for the better securing of personal Liberty and preventing unlawful Imprisonment," passed on the 18th day of February 1785, commonly called the Habeas Corpus Act.

Approved, April 10th, 1835.

Rules and Regulations.

Sect. I.

The following standing committees shall be annually appointed by the Board of Managers, viz.:

An executive committee; an indenturing committee; a finance committee; a chapel committee; a committee on the schools; a committee on the library; a committee on the grounds and on repairs; a committee on the workshops; and a ladies' committee.

There shall be the following officers, viz.: one physician; two solicitors, whose services shall be gratuitous; a superintendent; an assistant superintendent; a matron; an assistant matron; one or more teachers, and such other officers as the Board shall, from time to time, find necessary.

All the officers of the house shall be elected annually, and hold their appointments during the pleasure of the Board.

Special meetings of the Board shall be called by the president, when required by five members.

Sect. II.—*The Executive Committee.*

Shall consist of the indenturing committee, the committee on the schools, the committee on the grounds and on repairs, the committee on the workshops, and a secretary, who shall be elected by the Board, and who shall be a permanent member of the committee, and seven other members, who shall be taken alphabetically, two of whom shall retire monthly, and two others take their places. The secretary of the Board shall notify the members of their term of service; and in case any member shall be unable to serve on this committee, he shall procure a manager to serve in his place.

The executive committee shall, under the direction of the Board, have the charge and management of the house.

The duties of this committee are comprised in the following articles, viz.:

First. The committee shall appoint, by ballot, a chairman, who shall preside at their meetings.

Second. The secretary shall keep regular minutes of their proceedings, which shall be submitted to the Board at each stated meeting. He shall notify all sub-committees of their appointment.

Third. The committee shall meet at least once in each week for the transaction of business. Five members shall form a quorum.

Fourth. A sub-committee of two shall be appointed to visit the refuge weekly, or oftener if necessary, to confer with the superintendent and matron, in conformity with the regulations of the executive committee. One of this sub-committee shall retire monthly, and another member be appointed. In case either of the committee should be prevented from attending at the house, he shall procure another member of the executive committee to attend in his place. The committee shall record in a book, to be read at the meetings of the executive committee, such observations as they may deem proper.

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Fifth. All purchases and contracts shall be made by, or under the direction of, the executive committee.

Sixth. All bills, after having been examined and approved by this committee, and noted on the minutes, shall be paid by drafts on the treasurer, signed by the chairman and secretary.

Seventh. The committee shall be authorised to enter into such contracts as they may, from time to time, think proper, with any person or persons, for the employment of the inmates; and to appoint or approve such assistants as they may think necessary for the purpose of instructing them in any work or manufacture which may be introduced into the institution.

Eighth. The committee may suspend any of the officers of the institution for neglect of duty or disobedience of orders.

Ninth. When vacancies occur in the offices of superintendent or assistant, matron or assistant, or teacher, it shall be the duty of the executive committee to nominate suitable persons to the Board to fill such vacancies.

Tenth. All reports of sub-committees shall, when required, be in writing, and signed by a majority of the committee.

Sect. III.—*Finance Committee.*

The treasurer, together with two members of the Board, annually elected for that purpose, shall form a committee of finance.

Sect. IV.—*The Indenturing Committee.*

The Board shall elect, by ballot, an indenturing committee of six members, whose duty it shall be to decide upon all applications for apprentices. The inmates shall be indentured only to persons of good moral character, in suitable circumstances to receive and educate them to some useful business, and who, in the opinion of the committee, will feel an interest in their reformation.

No inmate shall be apprenticed to a tavern-keeper, or distiller of spirituous liquors; and girls shall not be apprenticed to unmarried men, or placed in boarding-houses, or in public academies.

No inmate shall be put to service unless under regular indenture; and none shall be apprenticed to any person or persons residing within the city of Philadelphia, or within 20 miles thereof, unless with the consent of the executive committee.

A Bible, and printed paper of advice relative to his or her future conduct shall be given to each inmate when apprenticed; a printed letter shall also be given with the indenture to those under whose control the children are placed, recommending them particularly to their parental care and affection.

No child shall be apprenticed until he or she shall have resided at least one year in the house, except in special cases, and then only with the consent of the executive committee.

The committee shall keep regular minutes of their proceedings, which shall be laid before the Board at each stated meeting.

Sect. V.—*The Chapel Committee*

Shall consist of five members, and shall be appointed annually by the chairman. It shall be the duty of this committee to procure clergymen to officiate at the house on Sundays, both morning and afternoon; and at least one of the committee shall attend at those times, or procure a manager to attend in his place. The service shall commence at such time as the committee may direct.

No religious meetings shall be held at any other times, except on special occasions, and then only with the permission of the executive committee.

Persons may be admitted to attend Divine worship at the chapel by the permission of a member of the Board; and permanent tickets may be given by any member of the chapel committee. Visitors will not be permitted to remain on the premises after Divine service.

Sect. VI.—*The Committee on the Library*

Shall consist of five members, elected by the Board. This committee shall attend to the purchase of books, and keeping them in order; make such regulations as may be necessary for the proper use of the books; with the consent of the executive committee appoint the librarians; and report annually to the Board on the condition of the library.

The inmates shall have the use of the library, under the direction of the librarian; and no book shall be placed upon the shelves till approved by the committee; and all pamphlets and newspapers shall be submitted to them before they are received into the house.

Sect. VII.—*The Committee on Repairs and on the Grounds*

Shall consist of three members, elected annually by the Board; this committee shall have charge of, and superintend all repairs and alterations ordered by the Board, or executive committee. Repairs not exceeding 30 dollars may be ordered by the committee.

Sect. VIII.—*The Committee on the Schools*

Shall consist of three members, elected by the Board; they shall have the superintendence of the schools, and report quarterly on their condition.

SECT. IX.—*The Committee on the Workshops*

Shall consist of three members, elected annually by the Board; it shall be their duty to confer and advise with the superintendent in regard to the tasks of the boys, and the general discipline of the shops; and to act as the agents of the Board, and of the executive committee, in carrying into effect any measures adopted by them relative to the shops.

SECT. X.—*The Ladies' Committee.*

A committee consisting of 12 ladies shall be annually elected by the Board of Managers. It shall be the duty of the committee, monthly, to visit the female department, and to advise and confer with the matron relative to the management thereof. They shall also appoint a sub-committee to visit the house weekly; to inspect the female apartments; to encourage the girls in the practice of virtue and piety, and incite them to habits of industry and cleanliness, and strict attention to the directions of the matron, and the rules of the house; and to make such suggestions to her as they think will be useful. The committee shall report annually to the Board on the state of the female department, and offer such remarks as they may, from time to time, deem advisable. All vacancies in the committee shall be supplied by the Board.

SECT. XI.—*The Duties of the Superintendent.*

First. He shall have the superintendence of the male and female departments of the house, and of all persons employed therein, and shall cause to be enforced all the rules and regulations adopted for their government.

Second. He shall, with the advice and consent of the executive committee, appoint all the sub-officers of the house, and at his option may suspend any such officer until the pleasure of the Board or executive committee shall be known.

Third, He shall, under the direction of the indenturing committee, correspond with the individuals to whom the inmates are apprenticed.

Fourth. He shall keep a register of the name and age, a sketch of the life and description of the person of every inmate placed under his care; when received, by whom committed, under what circumstances, when and in what manner discharged, and any other remarks that may be useful. He shall also report monthly to the indenturing committee the names of all those that have become sufficiently reformed to be apprenticed, with the names of such as have been in the institution more than two years. He shall be authorised to inflict such punishment as may be necessary to preserve order and discipline in the institution, reporting the same, in special cases, to the executive committee. He shall keep an alphabetical record of the names of the parents, guardians, or relations of the inmates, admitted to visit them, with the date of the visits, and such remarks as he may think proper.

Fifth. He shall be careful to keep a regular account of the expenses of the institution, with every item properly designated; shall annually take an inventory of the personal property under his care belonging to the house; and shall, in December, March, June, and September, in each year, make a full report to the Board on the state of the institution.

Sixth. He shall keep a record of events worthy of note; the number of inmates in the house; how employed; the number discharged, and under what circumstances; and a statement of the necessary supplies purchased; and submit the same, and any other matter he may deem necessary, to the executive committee, at every stated meeting.

Seventh. In case of the indisposition, absence, or death of the superintendent, his duties shall be performed by the assistant superintendent.

SECT. XII.—*The Matron and Assistant.*

The matron shall have the immediate care and superintendence of the females. She shall not absent herself from the premises without the consent of the superintendent, or the visiting committee.

Second. She shall superintend the work in the female department, and take charge of all the clothes and bedding; and she, or one of the female officers, shall accompany the superintendent or other male officer whenever it may be necessary for them to visit the apartments of the females.

Third. She shall endeavour to unfold to those under her charge the advantages of a moral and religious life, and impress upon them a conviction of the evils and miseries that attend the wicked and profligate.

She shall be authorised to punish them for misconduct in such methods as the superintendent shall approve, and not otherwise; and shall keep a record of all events worthy of notice, which shall be submitted to the inspection of the ladies' committee and superintendent.

Fourth. In case of the indisposition, absence, or death of the matron, her duties shall be performed by the assistant matron.

SECT. XIII.—*The Assistants.*

The officers and persons employed shall conduct themselves in strict conformity with the rules of the establishment.

The assistant superintendent, and all other officers of the male department, shall receive

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their orders immediately from the superintendent. The assistant matron, and all other officers of the female department, shall receive their orders through the matron.

The assistants shall not absent themselves from the premises without the permission of the superintendent, and shall perform such duties as may be required of them.

Sect. XIV.—*Labour and Instruction.*

The inmates shall be employed, on an average, four hours in school, and eight hours at some mechanical or other labour, every day in the year, except Sundays, Thanksgiving-day, Christmas, and 4th of July, agreeably to a scale to be prescribed by the executive committee.

Sect. XV.—*Employments.*

The inmates shall be employed in such occupations as the executive committee may designate.

The introduction of labour into the refuge will be regarded principally with reference to the moral benefits rather than to the profits to be derived from it. If the employment should not be productive of much pecuniary advantage, still the gain to the city and state will eventually prove very considerable, from the *reformation*, and consequently reduced number of offenders. Preference will always be given to those trades, the knowledge of which will enable the children to earn their living on their discharge from the house.

Sect. XVI.—*Arrangement of Time.*

A bell shall be rung every morning a quarter of an hour before the unlocking of the lodging-rooms, and also at the hour of unlocking, when the inmates shall leave their rooms, to wash and prepare for school.

The hours for beginning and leaving off work, taking their meals, attending school, and rising and retiring to sleep, shall be in conformity with a table prepared by the executive committee, and each hour shall be designated by the ringing of a bell, as the superintendent may direct.

On Sundays, Thanksgiving-day, and Christmas, the children, after washing, dressing, &c., shall proceed to the school, or lecture-room, and shall be employed, as in Sunday-school, until the hour of breakfast; after which they shall be occupied in the same manner until the hour of religious services, and so throughout the day, with such relaxation as the superintendent may direct.

Sect. XVII.—*Separation and Classification.*

The female shall have no communication with the male inmates of the house.

Each inmate shall be lodged in a separate dormitory, properly furnished and ventilated.

The inmates shall be classed according to their moral conduct.

The classes shall be distinguished in such manner as the Board or executive committee may direct.

Such inmates as behave well for *three* months in succession, shall form a class of honour, and wear a badge of distinction.

Sect. XVIII.—*General Regulations.*

No spirituous liquors, or tobacco, shall, under any pretence whatever, be introduced into any part of the premises, except by order of the physician.

No games or plays having a tendency to gambling shall be permitted.

In case of sickness, the patient shall be removed to the infirmary.

The inmates shall not be permitted to leave the house except in case of the illness of their parents, or near relations, and then only by the permission of the superintendent, and accompanied by one of the officers of the house.

Citizens may visit the house every Wednesday after two o'clock, P. M., by obtaining a ticket of admission from any member of the Board, or either of the solicitors.

Strangers may visit the house on any day (except Saturday and Sunday), after two o'clock, P. M., by obtaining a ticket of admission from any member of the Board, or either of the solicitors, or ladies' committee, from the mayor or recorder of the city of Philadelphia, or any judge of the Court of Common Pleas, of the District Court for the city and county of Philadelphia, of the Supreme Court of Pennsylvania, or the Circuit Court of the United States for the eastern district of Pennsylvania.

Visitors are not allowed to converse with the inmates without the consent of the superintendent, or of a manager.

The parents, guardians, or near relations of the inmates may be permitted to visit them once in two months, under such regulations as the executive committee may make.

No inmate shall be allowed to receive presents of any kind, except as rewards for good conduct, and then only through the superintendent or matron, a manager, or a member of the ladies' committee.

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THE TWENTY-FIFTH ANNUAL REPORT of the BOARD of MANAGERS of the HOUSE of REFUGE at *Philadelphia*.

ANNUAL REPORT.

To the Senate and House of Representatives of the Commonwealth of Pennsylvania, and to the Contributors to the House of Refuge,

THE Report of the condition of the institution for the year that has just closed is respectfully submitted by the Board of Managers.

Since the 31st day of December 1851, the following admissions and discharges have taken place, viz.:

ADMISSIONS.

	Boys.	Girls.
White department	164	60
Coloured department	36	44

DISCHARGES.

	Boys.	Girls.
White department	169	58
Coloured department	43	37

There remained in the institution, on the 31st ultimo, 233 boys, and 89 girls, viz.:—

	Boys.	Girls.
White department	149	49
Coloured department	84	40

Reference is asked to the reports of the superintendents of the two departments of the institution for information as to the modes and places of commitment of the inmates, also as to the places of their nativity, and their average age when admitted.

The following table will show the number of admissions and deaths each year since the opening of the house, and the average number of inmates in each of the eleven years last past:

	ADMITTED.		Average Number of Inmates during the Year.	Died.
	Boys.	Girls.		
White Department:				
1828	18	3	—	—
1829	131	38	-	1
1830	66	35	—	—
1831	87	24	-	2
1832	89	37	—	—
1833	57	24	-	1
1834	73	35	-	7
1835	92	25	—	—
1836	55	29	-	1
1837	73	30	-	2
1838	87	44	-	1
1839	73	54	—	—
1840	66	23	-	1
1841	80	39	-	2
1842	61	39	155	3
1843	69	33	152	—
1844	64	35	165	1
1845	100	39	180	5
1846	78	31	194	2
1847	115	24	195	1
1848	121	34	206	1
1849	139	38	216	1
1850	181	50	236	1
1851	222	54	212	2
1852	164	60	198	3
TOTAL	2,361	877	-	38

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	ADMITTED.		Average Number of Inmates during the Year.	Died.
	Boys.	Girls.		
Coloured Department:				
1850 - - - - -	103	45	- - -	1
1851 - - - - -	74	27	117	--
1852 - - - - -	36	44	120	4
TOTAL - - -	213	116	- - -	5

The various trades and other occupations to which the inmates indentured during the past year have been placed will be found stated in the reports of the superintendents of the two departments.

Many gratifying letters have been received from those who have taken apprentices from us, showing their good conduct. Extracts from some of these will be found in the Appendix. It is part of the contract that the master shall satisfy the Board that he has complied with the covenants of the indenture; and, during the continuance of the term, he is required yearly to inform the superintendent of the conduct and health of the apprentice.

It is a matter of deep solicitude to the indenturing committee to procure suitable places for the inmates. For the white children there are many applicants, but very considerable difficulty has occurred in obtaining proper situations for the coloured. It is hoped that the good conduct of those already apprenticed will be such as to increase the desire to have inmates from this asylum.

Many interesting visits have, as in previous years, been received from those formerly under our care.

The boys of the white department have been regularly occupied during their hours for work in making razor-strops, caning seats for chairs, bookbinding, and shoemaking. In the coloured department, the Board were unable to procure constant employment for the boys. Recently an arrangement was made to introduce cane-seating for chairs, and now all the male inmates are engaged in this business, or in making umbrella furniture. When the boys in this department could not be employed in the shops, additional instruction was given them in the school.

The girls in both departments are fully occupied in making, mending, and washing the clothing of the inmates, and with various household duties.

Rather more than four hours are daily devoted to the duties of the school-room, and ample opportunity is afforded for exercise and recreation.

"The general health of the inmates," says the physician, in his report, "has been, during the greater part of the past year, decidedly favourable. At the white department there have been three deaths; one from dysentery, and one from inflammation of the brain, and one from scrofulous consumption. At the coloured, four deaths; three from consumption under some of its forms, and one from typhoid fever. In the last case, the fever was of mild type, but the boy was consumptive at the time, and had not sufficient vital energy to resist even a mild disease. It is worthy of remark, that since the opening of the coloured department (now three years) no death has occurred there that has not resulted mediately or immediately from pulmonary disease, a disease existing in the patients at the time of their admission, a constitutional disorder."

The amount earned by the labour of the boys been,—

	$
In the white department - - - - - - -	5,127 82
In the coloured department - - - - - - -	1,526 76
$	6,654 58

	$
The current expenses of the white department were - -	14,051 65
Of the coloured department - - - - - - -	9,794 40
For account of both departments in common - - - -	1,199 39
$	25,045 44

The treasurer's account, hereunto annexed, will exhibit a general view of the fiscal concerns of the institution, while the details of the current expenses will be found in the reports of the superintendents.

The ladies' committee continue their labours of love, and endeavour, both by precept and example, to encourage the female inmates in the path of duty and virtue.

The

The clergy of different denominations cheerfully give their disinterested services on Sunday, when religious exercises are had, both morning and afternoon.

The Sunday schools are conducted by the same kind friends who have, for many years, had the management of them.

The libraries in both departments have been more extensively used by the inmates than in any former year, and a greater desire has been evinced by them to profit by the opportunities afforded them of acquiring useful instruction.

No change has been made in the course of instruction pursued in the day schools. It is the great desire of the Board that the pupils should be well grounded in the elements of an English education.

The teachers' reports show that a very large portion of those admitted scarcely know the alphabet; and some have *never* received the *slightest* instruction, literary, moral, or religious. It is, therefore, no matter of surprise that such neglected children should not tread in the paths of virtue.

Juvenile delinquency has frightfully increased, as well in the large cities of our country as in those of Europe. It was stated not long since, by a distinguished member of the British House of Peers, that more than 25,000 children in London lived by begging or stealing. The causes which produce this wide-spread evil deeply concern the statesman as well as the philanthropist. They should be fully investigated and maturely considered, in order that a proper remedy may be applied. With a view to elicit information on this important subject, the managers have offered a premium of 100 dollars for the best essay, and another of 50 dollars for the next best essay on the causes producing, and the best means of preventing, juvenile delinquency. The result of the examination of the essays which may be offered in competition for these premiums will be communicated to the public.

Owing to the crowded state of the coloured department, the Board have been obliged to notify the magistrates of the city and county of Philadelphia that they could not receive into it males of the age of 14 years and over, except under peculiar circumstances. The adoption of this regulation was painful to the managers, but necessity compelled it, and they have appealed to their fellow-citizens for such aid as will enable them to enlarge the accommodations. "At an expense of only 10,000 dollars, provision can be made for 125 additional inmates, and thus the benefit of the institution can be readily more than doubled by an outlay of less than *one-seventh* of the original cost." They ardently hope that the appeal will be responded to in that liberal spirit which characterizes Philadelphia, that the means required will be cheerfully furnished, and the managers thus enabled to make suitable provision for a very destitute and helpless portion of the community. The benefactors to the institution will not only "enjoy the luxury of doing good, but, in a measure, at least derive additional security for their property, and relief in diminished taxation."

Commending the institution, and those interested with its direction, to the favour of the allwise and beneficent Giver of all good, the managers resign the trust confided to them into the hands of the contributors.

By order of the Board of Managers,

(signed) *Thomas P. Cope*, Chairman.

(Attested.)

(signed) *John Biddle*, Secretary.

Philadelphia, 4 January 1853.

APPENDIX.

Condensed Statement of Receipts and Payments by the Treasurer of the House of Refuge, during the Year ending 31 December 1852.

House of Refuge in General Account with *John L. Goddard*, Treasurer.

Cr.

				$	
By cash balance last year					1,396 36
By cash received from interest, donations, annual subscriptions, &c.					4,649 57
,,	from labour of boys, white department				6,439 82
,,	from labour of boys, coloured department				1,736 98
,,	from J. D. Whetham, payment on lot corner of Ridge-road and Coates-street				9,044 25
,,	from sale of Pennsylvania 4½ per cents. (balance due)				7,260 18
,,	on account of county appropriation				5,000 00
,,	state appropriation			$ 11,000	
,,	less discount on uncurrent money			55	
					10,945 00
,,	on loan secured by mortgage on real estate in Coates-street				40,000 00
,,	from discounted order of county commissioners on county treasurer			$ 2,000 00	
,,	less discount			11 67	
					1,988 33
				$	88,460 49

Dr.

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Dr.	$
To cash paid orders, executive committee, white department	14,898 62
„ „ „ „ coloured department	10,337 38
„ „ building committee	62,286 78
„ interest on mortgage	390 00
To balance on hand	547 71
$	88,460 49

Philadelphia, 1 January 1853.

By cash balance $547 71

E. & O. E.

John L. Goddard,
Treasurer.

The undersigned, a committee of the Board of Managers of the house of refuge, certify that they have examined the accounts of John L. Goddard, treasurer, and compared them with his vouchers, and find them correct, showing a balance in his hands of 547 dollars and 71 cents.

(signed) *Wm. M. Collins.*
Alexander Fullerton.

1st Mo., 11, 1853.

Report of the Ladies' Committee.

Our labours in the house of refuge for another year are closing, and with pleasure we submit to the Board of Managers an account of our doings.

There is little variation, as from year to year our work is the same, and our visits regularly made according to appointment, and our object the welfare of the inmates of the institution, both in a temporal and spiritual point of view.

It is gratifying to be able to state, that the improvement is evident in their kind feeling towards each other. Their Scripture recitations have greatly increased, and in our visits a fewer number submitted for discipline. The pleasurable feeling manifested at our visits gladdens our hearts, and inspires us with the hope that we may be the feeble instruments of doing them good.

We think there is a visible improvement in the inmates of the coloured refuge. They are more industrious, answer more intelligently questions in explanation of scriptural passages they have recited, and there is evidently an improvement in their sewing.

May the advice given, and the effort made to benefit these neglected and degraded children be attended with the Divine blessing, and many of them brought to the feet of Jesus. Respectfully submitted,

(signed) *M. S. Hacker,*
Secretary.

Philadelphia, 28 December 1852.

Report of the Superintendent of the White Department.

To the Managers of the House of Refuge.

The superintendent of the white department respectfully reports—

The number admitted from 1st January 1852 to 1st January 1853, is as follows:

	BOYS.	GIRLS.	TOTAL.
Committed by magistrates	129	48	177
„ courts in Philadelphia county	6	1	7
„ „ Allegheny „	3	-	3
„ „ Armstrong „	1	-	1
„ „ Berks „	1	-	1
„ „ Blair „	1	-	1
„ „ Bucks „	1	-	1
„ „ Chester „	1	-	1
„ „ Delaware „	1	-	1
„ „ Huntingdon „	1	-	1
„ „ Lancaster „	-	2	2
„ „ Lehigh „	1	-	1
„ „ Northampton „	-	1	1
„ „ Westmoreland „	1	-	1
„ „ York „	2	-	2
Returned, having been indentured	12	6	18
„ voluntarily	3	2	5
	164	60	224

	BOYS.	GIRLS.	TOTAL.
Discharged:			
By indenture	100	42	142
Returned to friends	38	4	42
Not proper subjects	17	5	22
Sent to almshouse	1	-	1
„ Magdalen Asylum	-	3	3
„ sea	9	-	9
Of age	-	3	3
Sent to coloured department	2	-	2
Died	2	1	3
	169	58	227
Remaining in the institution, 1st January 1853	149	49	198

Seventy-five were committed on complaint, and by request of their parents or nearest friends.

Those admitted were born as follows:—

In the city and county of Philadelphia, 86; in other counties of Pennsylvania, 26; New Hampshire, 2; Massachusetts, 2; New York, 7; New Jersey, 5; Delaware, 2; Maryland, 1; Virginia, 1; South Carolina, 1; Canada, 3; Ireland, 35; Germany, 10; England, 6; Wales, 1; the remainder not ascertained.

The average age of boys when admitted was 14 years; girls about 14$\frac{3}{5}$ths years.

The average number of inmates through the year was—boys, 148; girls, 50.

The greatest number of boys at any one time was 167; girls, 57.

The boys were indentured as follows:—To farmers, 75; blacksmiths, 4; shoemakers, 3; plumbers, 2; millers, 2; carpenters, 2; machinist, 1; chair-maker, 1; basket-maker, 1; millwright, 1; stocking weaver, 1; brickmaker, 1; painter, 1; block and pump maker, 1; pattern maker, 1; printer, 1; iron-founder, 1; tinsmith, 1.

The boys are employed at—

Bookbinding	7
Making cane seats, &c.	57
„ razor-strops	75
Shoemaking	4
Miscellaneous	6

Work done by Boys.

In the Bookbindery.		In Razor Strop Shop.	
Bound volumes	45,000	Strops made	dozen 14,121
Almanacs and primers	46,000	Paper boxes made	28,342
In Cane Shop.		**In Shoe Shop.**	
Seats caned	12,600	Boys' shoes made	pairs 296
Seat frames made	24,600	Girls' „ „	„ 233
Umbrella cane made	gross 840	Shoes repaired	„ 888
Parasol „ „	„ 420		

Work done by Girls.

Jackets made	463	Sheets made	39
Pants „	500	Bedticks made	76
Shirts „	506	Pillow-cases made	14
Boys' aprons made	296	Bed-spreads „	28
Girls' „ „	43	Towels „	57
„ frocks „	153	Shoes bound	pairs 234
Under garments for girls made	240	Carpet-balls made	lbs. 685
Quilts made (common)	36	Mending, washing, cooking, &c.	
„ „ (by patchwork)	34		

In reviewing the history of the white department during the past year, the superintendent cannot but feel a pleasurable satisfaction at the very harmonious and uninterrupted good feeling which has existed among the inmates. As the chief object of the institution is to reform those committed to its care, he is gratified to know, from the abundant fruit developed, that its efforts have not been in vain. The poor, misguided, and unfortunate youth comes in an outcast, depravity depicted upon his countenance; but no sooner does he begin to breathe the moral atmosphere of the institution than a change is suddenly seen to take place; he is now beyond the reach of his former temptations, and with every inducement to commence a new life; he is now readily influenced to lend a listening ear to truth. He is soon made to feel that this place is far different from what his fancy depicted. Little else is heard or seen but the voice and manner of love. He knows he is comparatively free

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and beyond the fear of punishment, provided he simply does that which he soon realizes is absolutely conducive to his best welfare; and instead of the voice of discontent, that of peace and harmony continually reigns in our midst.

Youth, who never were taught to bow the knee to the Great Creator, here learn to praise and extol his name; and nowhere are the truths of religion listened to with more deference and respect than here. And, there is strong reason to believe, there are many in this excellent institution who will become prominent and useful members of society. Could the public eye look into their sleeping apartments, and listen to the impassioned language of the youthful hearts ascending in prayer to God for blessings upon themselves, their parents, and the world, or read the simple language of their letters to those dearer to them than life, it would be said, this truly is a house of God—a nursery of Heaven.

The peaceful and triumphant death of two of the boys of the institution is a matter of the sincerest congratulation; especially when we recollect their utter ignorance and degradation at the time of their admission. Of the one we may say, where he was first taught the language of prayer, there he calmly and peacefully breathed his last. The dying language of the other was, "I was very wicked, and knew nothing when I came here; but now I have found the precious Saviour, and I am going to him and my dear mother!" The salvation of these two boys is alone sufficient to encourage the heart of every philanthropist engaged in this glorious work.

It is gratifying to know, that within the last year the "Youth's Missionary Society of the House of Refuge" has appropriated the sum of $40 25 to benevolent purposes, as follows; viz., for the cause of missions in Africa, $10 25; towards the erection of a church among the Mohawk tribe of Indians, $10 00; towards the relief of sufferers by a fire near Fairmount, $15 00; and for the relief of an inmate on leaving the institution, $5 00. This money was contributed by the boys from that received for extra labour in the workshops.

During the summer, the superintendent, by direction of the indenturing committee, paid a visit to the boys and girls indentured to masters in the States of Delaware and Maryland. He saw 58 of them, and found them generally contented and happy, and exhibiting much promise of future usefulness.

On every hand, in this great work, there is abundant reason for thankfulness and encouragement. The antidote, so far as it has been judiciously applied, has been eminently successful in eradicating the evil which has so long disturbed the condition of society. By reference to the extracts from the letters from the masters to whom our children have been indentured, it will be seen they generally render satisfaction, and are much beloved. Of the 108 heard from during the last month, very favourable accounts, upon the whole, were given of 96.

A debt of thanks is due to the ministers of the different denominations who regularly supply our pulpit both on the mornings and afternoons of the Sabbath; and also to the Sunday-school teachers who take so deep an interest in the spiritual welfare of our children; and to the publishers of the religious and secular papers who so kindly furnished the institution with copies of their respective journals, and which afford so much interest and profit to the inmates.

All of which is respectfully submitted by

(signed) *Thomas G. Rutherford,*
Superintendent.

Philadelphia, 1 January 1853.

REPORT of the SUPERINTENDENT of the COLOURED DEPARTMENT.

To the Managers of the House of Refuge.

THE superintendent of the coloured department respectfully reports—

The number admitted from 1st January 1852 to 1st January 1853, is as follows:

	BOYS.	GIRLS.	TOTAL.
Committed by magistrates - - - -	31	35	66
" courts of Philadelphia county -	- - -	1	1
" " Lycoming " -	- - -	1	1
" " Allegheny " -	1	- - -	1
" " Dauphin " -	1	- - -	1
Returned, having been indentured - - -	3	7	10
	36	44	80

	BOYS.	GIRLS.	TOTAL.
Discharged:			
By indenture	27	18	45
Returned to friends	9	12	21
Unfit subjects	3	4	7
Sent to hospital	-	1	1
„ almshouse	-	1	1
„ shelter for coloured orphans	1	-	1
Died	3	1	4
	43	37	80
Remaining in this department of the institution, 1st January 1853	84	40	124

Of those committed, 30 were on complaint of parents or nearest friends.

Of those committed, were born as follows: in Pennsylvania, 29; New Jersey, 7; New York, 2; Delaware, 3; Maryland, 3; Virginia, 1.

The average age of inmates, when admitted, is of boys a fraction less than 12 years; and the girls a fraction over 14.

The average number of inmates during the year is, boys 82 ½, and girls 38.

The greatest number of boys during the year was 91, and of girls 43. The greatest number of inmates at any one time was 130.

Boys indentured have been placed as follows: farmers, 17; waiters, 6; barbers, 2; carpenter, 1; carter, 1.

The boys are employed in

Making umbrella furniture	40
„ cane seats	17
Shoemaking	3
Miscellaneous	24
	84

The average number employed in manufacturing umbrella furniture is 39, and have worked up 214,000 lbs. Their earnings in this department is $1,503 46. With the exception of a few engaged in housework, the balance of the boys were unemployed (except at short intervals in picking copal gum, sewing carpet-rags, and making a few mats for the use of the house,) until 15th November last, when the cane-seating commenced with two boys, under the instruction of an active and steady lad from the white department; the number was increased gradually, so that there are now 17 engaged in it. The boys in this department are principally small, varying in age from 7 to 13 years, consequently are not able at present to perform any great amount of work. Since the commencement, there have been 15 dozen seats caned ($11 25); the work has improved, both in speed and quality, as well as could be expected under the circumstances.

The shoemaking business was introduced 30th November, by placing two boys upon the bench. Owing to the amount of repairs required, there have been but few new ones made. There are now three boys engaged in it, besides their instructor, who is a lad from the white department, and who deserves credit for the improvement made. It is intended to add another, so that they may be able to make as well as repair all that may be wanted in the institution. The amount of work done by them is 134 pairs of shoes repaired, which would have cost, if done out of the house, $52 12; after deducting cost of material and labour, shows a saving of $12 05, which is, in fact, so much gain. The presumption is, after they shall have become more proficient, the saving will be still more.

Work done by Girls.

Jackets and pants made	573
Shirts made	306
Aprons made	330
Girls' frocks made	91
Other garments for girls made	140
Quilts made	15
Settee cushions made	2
Bedticks, pillow-cases, &c. made	121
Towels, capes, curtains, &c. made	145
Mending, washing, cooking, &c.	

Respectfully submitted.

(signed) *Elisha Swinney*,
Superintendent.

Philadelphia, 1 January 1853.

Appendix, No. 17.

REPORT of the PRINCIPAL TEACHER of the BOYS' SCHOOL—White Department of House of Refuge.

To *Thomas G. Rutherford*, Esq., Superintendent.

THERE are two divisions of the school. The first contains 98 boys; the second numbers 50 boys. Mr. J. L. Chester is assistant teacher of the first division; and the second division is under the care of Mr. C. A. Gallup.

Studies.

Geography, arithmetic, History of the United States, History of England, map-drawing, reading, spelling, and writing.

Books Used.

Davies' Arithmetic.
Davies' First Lessons in Arithmetic.
Cobb's Ciphering Book, No. 1.
Cobb's Ciphering Book, No. 2.
Colburn's First Lessons in Intellectual Arithmetic.
Underhill's Arithmetic.
Mitchell's School Geography and Atlas.
Mitchell's Primary Geography.
Porter's Rhetorical Reader.
Trego's Geography of Pennsylvania.
North American Reader.
Murray's English Reader.
Murray's Introduction to the English Reader.
Comly's Reader.
Emerson's Third Class Reader.
Cobb's Sequel to Juvenile Reader.
Cobb's Juvenile Reader.
Reese's Rudiments of Knowledge.
Pierpont's Young Reader.
Hazen's Speller and Definer.
Worcester's Second Book.
McGuffey's First Reader.
Emerson's Progressive Primer.
Pinnock's Goldsmith's History of England.
Goodrich's Pictorial History of the United States.
Olney's History of the United States.

CLASSES OF THE FIRST DIVISION.

Proficiency.

Class.	No. of Boys.	
1st	20	These are fluent readers; well grounded in arithmetic, as far as vulgar fractions, and some considerably beyond that; have a good knowledge of geography; some information in United States and English history, and can write a good hand.
2d	23	These are, with few exceptions, fluent readers; have advanced to multiplication of compound numbers; have gone through geographical exercises, and a considerable part of the descriptive geography of the United States; are making some progress in history, and can write a tolerably good hand.
3d	17	These are good readers; have advanced to reduction of denominate numbers; are making good progress in geographical exercises; read in history, and write a tolerably good hand.
4th	21	These are tolerably good readers; are progressing in Mitchell's Primary Geography; have advanced to reduction of federal money, and can write tolerably well.
5th	17	These are boys who have been transferred from second division, and those lately admitted into the house; they can read pretty well, do short division, and have commenced the study of Mitchell's Primary Geography; they are improving in writing.

CLASSES OF THE SECOND DIVISION.

Proficiency.

Class.	No. of Boys.	
1st	10	These can read slowly, numerate, and do addition.
2d	14	These can spell and pronounce, and are learning to numerate.
3d	12	These can spell and pronounce monosyllables.
4th	14	These know their letters, and are learning to spell and pronounce.

All write on paper, and can sign their name, with but one exception.

One

One hundred and sixty-four boys were admitted during the past year. Of these, 66 were sent to the second division, and were of the following grades :—

5	could read imperfectly.
11	could read short sentences of monosyllables.
16	could spell and pronounce monosyllables.
23	were unable to pronounce.
11	were ignorant of the alphabet.
66	

None could write, or had a knowledge of the nature of figures.

Ninety-eight were retained in the first division, and were of the following grades :—

8	were sufficiently advanced for the			1st class.
7	„	„	„	2d „
13	„	„	„	3d „
25	„	„	„	4th „
45 *	„	„	„	5th „
98				

* Twenty-one of this number were transferred from second division.

One hundred and sixty-nine boys were discharged during the past year. Of these, 32 went from the second division before they were sufficiently advanced to be transferred to the first, and were of the following grades :—

6	boys from the	-	-	1st class.
6	„ „	-	-	2d „
10	„ „	-	-	3d „
10	„ „	-	-	4th „
32				

One hundred and thirty-seven boys went from the first division, and were of the following grades :—

18	boys from the	-	-	1st class.
30	„ „	-	-	2d „
36	„ „	-	-	3d „
29	„ „	-	-	4th „
24	„ „	-	-	5th „
137				

The proficiency of the present classes will show the standing of those discharged during the year.

Instruction in arithmetic and geography is much facilitated by the constant use of the black board. Good orthography, a branch of education so necessary to youth, is entirely taught by dictation. Tedious columns of spelling are trying to the patience of a child, whilst, by the other method, they learn to write readily, spell practically well, and the sentence dictated may be made to impart some useful information.

A library of nearly 1,000 volumes is accessible to all; a special report of the condition and character of which will be made to the library committee, by request.

In conclusion, I beg to assure you of my sincere desire for the intellectual and moral advancement of these youth. It is a field where good seed may be sown, though the fruit, springing up in some far distant spot, or perhaps near at hand, among the busy scenes of life, may never be seen by us; still we will willingly toil on, and having done our duty with the ability that God has given us, hope and pray for his continued assistance and final approval.

Respectfully submitted by,

(signed) *George Blyth*,
Assistant Superintendent and Teacher of the Boys' School.

Appendix, No. 17.

Report of the Teacher of the Girls' School—White Department of House of Refuge.

To *Thomas G. Rutherford,* Esq., Superintendent.

Sir,

The present number of pupils is 48. Received during the past year, 49. Discharged, 50. Total number in attendance, 99. The average attendance, 45. Of those admitted, 12 could read tolerably well; 17 were beginning to read; 3 could spell words of two and three letters, and 17 were ignorant of the alphabet; 10 of the 49 could write legibly, 14 were beginning to form letters, and 24 could not make a slope; 8 could cipher in division, 3 in multiplication, 4 in addition, and 33 had no knowledge of figures.

Of the 50 discharged, 10 when admitted could read tolerably well; 16 could read a little; 3 could spell words of two and three letters; and 21 were ignorant of the alphabet; 5 of the 50 could write legibly, 14 were beginning to form letters, and 31 could not write; 1 could cipher in long division, 2 in subtraction, 3 in addition, and 41 knew nothing of figures.

When discharged, 15 could read well; 13 with ease; 10 moderately well; 7 could read a little; and 3 could spell monosyllables; 15 could write well; 17 legibly; 14 could write a little; and 4 were beginning to form letters; 8 were advanced beyond compound rules; 14 were acquainted with simple rules; 15 could cipher in multiplication, and 3 in addition.

From the above statistics you may be led to see at a glance that the life of a refuge teacher is a trying one, and more particularly so, when we take into consideration the short period the pupils are under her care, the average time in the house seldom exceeding nine or ten months. This is a short period indeed to break up and prepare the fallow ground, sow seed, and reap the fruit; yet God has been gracious to us during the past year, when we reflect that, of the 50 discharged, nearly all are doing well, giving much satisfaction to their friends and employers. This fact alone speaks well for the mild and strict discipline of our well-organized institution.

I remain, &c.
(signed) *Hessy Richardson Miller.*

Report of the Teacher of the Boys' School—Coloured Department of the House of Refuge.

To *Elisha Swinney,* Superintendent.

The school numbers 84 pupils, arranged in classes as follows:

Class 1st contains	- - - - - - -	12
„ 2d „	- - - - - - -	12
„ 3d „	- - - - - - -	15
„ 4th „	- - - - - - -	12
„ 5th „	- - - - - - -	11
„ 6th „	- - - - - - -	10
„ 7th „	- - - - - - -	12

Text Books.

Class.	No.	
1	12	Sacred History; McGuffey's 4th Reader; New Testament; Vogdes's United States Arithmetic; Walker's Dictionary; Orthography and Penmanship.
2	12	McGuffey's 3d Reader; English Reader; New Testament; Vogdes's United States Arithmetic; Colburn's Intellectual Arithmetic; Orthography and Penmanship.
3	15	Introduction to English Reader; McGuffey's 2d Reader; New Testament; United States Arithmetic, Part 1st; Colburn's Intellectual Arithmetic; Arithmetical Tables; Orthography and Penmanship.
4	12	Cobb's Reader, No. 3; New Testament; United States Arithmetic; Intellectual Arithmetic; Arithmetical Tables; Orthography and Penmanship.
5	11	Cobb's Reader, No. 2; New Testament; Colburn's Intellectual Arithmetic; Tables; Orthography and Penmanship.
6	10	Cobb's Reader, No. 1; Butter's Gradations; Orthography and Penmanship.
7	12	McGuffey's Reader, No. 1; Orthography and Writing on Slates.

Classification in Reading.

Those who can read well	- - - - - - -	12
„ „	in books generally - - - -	40
„ „	in easy reading - - - -	29
„ „	by syllables - - - - -	3

Classification in Arithmetic.

Cipher in decimal fractions	- - - - - - - - -	1
„ fractions	- - - - - - - - -	3
„ compound numbers	- - - - - - - - -	9
„ simple numbers	- - - - - - - - -	35

The following Tables exhibit the attainments of 34 Admitted and 40 Discharged, during the Year.

	WHEN ADMITTED.	WHEN DISCHARGED.
Could read fluently - - - - - - - -	–	10
„ in books generally - - - - - -	5	16
„ easy reading - - - - - - -	10	13
Ignorant of the alphabet - - - - - -	19	1
Could cipher in compound numbers - - - - -	–	9
„ simple numbers - - - - -	5	11
Knew the multiplication table - - - - - -	2	21

The school has been under the care of its present teacher the last nine months. He feels a satisfaction in saying that his labours have been rewarded by good results, more ample than he anticipated. These results the preceding tables exhibit but in part. What they do exhibit is not unimportant, but what they do not exhibit is that upon which your teacher looks with the greater satisfaction. A moral effect is an end contemplated by all the privileges of the institution. The school is made instrumental in securing this end. The boys are all taught the Commandments, which are repeated by them at regular intervals in each week. The morning schools are opened, and evening schools are closed, by reading the Scriptures, singing and prayer. The Bible is also a reading book in school. Singing is an exercise which they boys much enjoy; and almost without exception they are able to sing well. They repeat numerous hymns, most of which have been taught them by the superintendent in a singing school held in the interval of worship on the Sabbath. The sentiments of these hymns, when sung by them, evidently gain an influence upon the feelings and conduct, which mere instruction fails to gain.

The boys who compose the school, in many instances, have become members when ignorant even of the alphabet. Of 34 received the past year, 19 were thus ignorant. It is no exaggeration to say they were destitute, either of all correct ideas of duty and propriety, or of a disposition to conform their conduct to such ideas. In numerous instances, boys who were thus destitute when received, have steadily improved, and are making commendable progress in learning.

Your teacher has tried to make the school a pleasant place to his pupils. He has not considered his work done when he has insisted upon good recitations and orderly conduct. Incidents in the lives of men who have been eminent for usefulness have been either narrated or read to the boys as opportunity has been afforded, with a manifest good effect.

Except in a few instances, the boys give evidence of ability, not only to master the various studies attended to in the school, but also to pursue with success any which hereafter they may become interested in, and have the opportunity to prosecute. But it is impossible that boys so ignorant as the majority are when they enter the school, should be far advanced in their studies in the short time they remain; and they will have little opportunity to attend school when they have left the refuge. Hence, it is desirable that they should remain in the school a longer time than they have been accustomed to remain. This is also desirable in order to secure their future good conduct. A boy may behave himself well in the house, and be making commendable progress in study, long before he is so well established in virtuous principles as to be fit to leave the institution. It is the opinion of your teacher that it would be a great blessing to the younger and more ignorant if they could remain inmates of the institution three or four years.

All the boys who can read take books from the library weekly. A good number manifest a commendable desire to read; but their time for reading is quite limited.

Respectfully submitted,
(signed) *H. D. Perry,*
Assist. Supt. and Teacher of Boys' School.

Philadelphia, 1 January 1853.

Appendix, No. 17.

REPORT of the TEACHER of the GIRLS' SCHOOL—Coloured Department of the House of Refuge.

To Mr. *Elisha Swinney*, Superintendent.

Sir,

THE present number of pupils is 40. The number of pupils admitted into the schools during the past year is 32. Discharged, 31.

Of the 32 admitted, but 4 could read well; 6 could read in McGuffey's 2d Reader; 8 could read in words of three letters; 6 knew the alphabet only, and 4 were ignorant of it. Of the 31 discharged, 18 could read and write well; 7 could read in McGuffey's 2d Reader, and write tolerably well; 3 could read in Angell's 1st Reader. The above number includes 3 girls who were in school only a few days.

The pupils have improved as much as could be expected, considering the limited time they are in school. More advanced reading books have been introduced within the last six months. The result has been an additional interest in reading, and an improvement manifest to the committee. With a few exceptions, most of the girls read well. They all attend to writing, and some have acquired a neat and easy style; others, of course, write indifferently. I have encouraged them in letter-writing, an exercise which they enjoy. In arithmetic, three of those discharged were advanced into fractions. The Scriptures are read at the commencement of each session of the school, and the New Testament is used in the school as a reading book. The morning and evening devotions, although not held in the school-room, and only occasionally conducted by the teacher, deserve to be noticed as an important means of instructing and improving the girls. At these seasons, the girls commit to memory verses of Scripture, and what has been thus committed during the week is recited before the committee of ladies who weekly visit the house. This committee has also been quite an aid to the teacher and to the other officers of the house. In their weekly visits they converse with and instruct the girls, and their words often have an influence for good, where our instructions may be disregarded. All the girls who can read understandingly are permitted weekly to receive a book from the library, which they must keep in good condition, and return at the appointed time. Some of the girls read their books with much interest; but there is a more general interest to read juvenile papers. The "Youth's Penny Gazette," the "Sabbath School Visitor," and "Child's Paper," are received, a few copies each, and read with much interest. The pupils are generally kind and respectful, and obedient to their teacher. The committee have made frequent visits. Such visits stimulate the pupils, and are a valuable aid to the teacher.

Respectfully,
(signed) *M. A. Barbour*, Teacher.

EXTRACTS from LETTERS from Persons to whom former Inmates have been Indentured.

RELATIVE TO WHITE BOYS.

"18 December 1852.

"I have the pleasure of informing you that since W. H. M. was indentured to me, I have seen nothing in him but what was highly creditable to himself and to the institution from which he came. He is of good disposition and habits; his language and conduct is of a very respectable order, and, in a word, he has all the prerequisites to become a useful man in society."

"21 December 1852.

"J. K.'s father was up this fall, and intended to take him away; but J. said he did not wish to leave me, and his father concluded to leave him, as he had so good a place."

"20 December 1852.

"J. W. M. has been very obedient, and is very contented, and I like him very much. My wife is also very fond of him, and takes the same pains with his dress and conduct as with those of her own son. The neighbours also think a great deal of him."

"19 December 1852.

"W. T. W. has joined the Methodist church, and attends his meetings very steadily, and stands very well with his young members."

"24 December 1852.

"L. R. is very industrious, and improves much. He is careful of his clothing. He is a good boy, and likes his home. I should like to have another such boy."

"10 December 1852.

"I have never been better satisfied with a boy than I have been with J. M. He is honest, industrious, and obedient, and has very much improved."

"18 December 1852.

"I believe I can safely say that J. P. has been as good a boy as I could have expected. I like him so well that I would like to have another one as good."

"T. G.

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"13 December 185.

"T. G. is industrious and obedient, and his deportment, so far, is that of an honest 2boy, and one whose word can be depended on."

"24 December 1852.

I am well satisfied with my selection of a boy. W. D. has exceeded my expectations in doing well for me and for himself also. He is very peaceable and quiet. I have never seen him out of humour, or heard him speak one angry word. He appears to be well satisfied with the place and all the family."

"26 December 1852.

"C. P. V. has been a very obedient, upright boy, and I am much pleased with him. He is strictly moral in his deportment, pays great attention to his books and papers, and I think will make an industrious, enterprising man. He tells my neighbours that he is well satisfied with his home, and that he never intends to leave me until he serves out his apprenticeship."

"23 December 1852.

"J. K. is a good boy, and improves in everything he undertakes. He is beloved by us all. I do not think there is a better boy in the country."

"14 December 1852.

"H. C. is above the mediocrity of boys. He is industrious, and what he does is from principle, and not from fear. If he has any fear, it is that he may displease."

"28 December 1852.

"It would be impossible to get a better boy than A. J. S. is. I treat him as if he was my own child, and in return he treats me and my wife as though we were his parents. My neighbours say that he is the best boy in the community."

Relative to White Girls.

"27 December 1852.

"I am pleased to inform you that D. W. has been a very good and obliging girl, and we have not had any reason to find fault with her. She does her work well, and is very pleasant. She commits a portion of the Scriptures to memory every Sabbath morning and learns very fast."

"15 December 1852.

"E. K. has been a very good girl. She very often speaks of the matron, and wishes to be remembered to her. We are all glad that she has conducted herself so well that I am able to give so favourable an account of her."

18 December 1852.

"J. V. is a good girl. We are very much pleased with her, and trust she will make an excellent housekeeper and good wife for some industrious honest man."

17 December 1852.

"We are all much pleased with M. M., and are gratified to report that her general conduct has been good. She is modest and chaste in her deportment, neat in her habits, and kind and obliging in her disposition."

"10 December 1852.

"E. L. is very kind and affectionate. She is made one of the family, and our children are as fond of her as if she were their own sister."

Relative to Coloured Boys.

"A. F. is a fine boy. I have pleasure in stating that he has given me entire satisfaction thus far."

"J. C. is everything I can wish. He is obedient and honest. He is very industrious, and has improved in his employment. He fulfils the situation to his own credit and my satisfaction. He has not attended school yet, but will do so shortly, but has gone to a place of worship regularly. His health has been good, so far."

"In regard to J. F., he has been obedient, honest, and careful to speak the truth. I am quite satisfied with him. He has not been to school yet, but has attended chapel regularly."

"The boy I had from the institution is in every respect good: being honest, obedient, and careful to speak the truth. I have generally given him pocket-money weekly, which he has taken care of, or made use of in a useful and judicious manner. He has not attended school, but is taught at home by my son, which is, in my opinion, far better."

"It is with pleasure that I can state that G. W. merits my entire satisfaction; he is a careful, honest, and obedient boy; and has improved considerably in his employment. He

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is very good amongst cattle; feeds, milks, and takes care of them. He can plough, harrow, fence, and plant; in fact he can do almost anything that is usually done on a farm. We have farmed pretty largely this summer, having planted over 28 acres of corn, 30 acres of potatoes, sowed over 30 acres of wheat, cut about 40 acres of grass, sowed 28 bushels of timothy seed, and several bushels of clover seed, all of which he has been very industrious in helping to raise, farm, and thrash. He bids fair to make a first-rate farmer. I would very much like to have another boy from you, but am afraid they might be a disadvantage to each other. I am quite pleased with G. He generally goes with us to meeting, and appears thoughtful. His health has been good, and he is grown much."

"The boy I had from you is very good and obedient. Has improved in his business, but is slow in his movements. His general conduct is very good. He has attended a place of worship and school, and has made some advancement. His health is good."

"In reply to yours, I have to say that C. B. is not so good as I would like him to be, though he is industrious and improved in his employment. He has attended church, Sabbath school, and day school, but has not made any great progress. His health has been good.'

"J. F. is obedient, but does not always adhere to the truth; he is rather dull and slow. He has attended Sabbath school, but not day school. I hope, however, he will yet do well."

"The boy S. B., whom I had from the institution, is all I could wish him to be, with the exception that he his troubled with frosted feet. In all other respects he gives satisfaction, being honest, industrious, and truthful."

"I am glad to inform you that C. P. is a good boy, and I am obliged to you for recommending him to me. I am sorry that he has one fault, which I believe to be a natural defect, and of which you must be aware. He speaks the truth, is honest, industrious, and obedient, which, if he continues, will be much to his advantage."

Relative to Coloured Girls.

"M. A. L.'s time has expired with me. She was free yesterday, and will come to your house to let you see that the contract has been complied with.

"I would say that she has been a good girl, and has fully come up to my expectations. She has improved very much in her learning, as also in housework. I could say much more, but I have not time now."

Note by Superintendent.—The girl returned to her place, after spending a few days with her mother in the city.

"M. B. I believe will turn out a good girl; she has not been so encouraging as she might have been; still she has improved, and promises very fair."

"E. K.'s conduct is generally very good; she is obedient, very honest, and speaks the truth. She attends school and a place of worship when convenient. Her health has been very good. I wish I could procure another girl whose conduct would equal that of E. K."

"In accordance with your request, I beg to state that C. R. is an obedient, honest, and steady girl, is very industrious, and has improved in her employment. She has attended a place of worship and Sabbath school. Her health has been unimpaired."

"I am quite satisfied with H. C., and will do all in my power to contribute to her welfare. So long as she continues a good girl, she will have warm friends here."

"S. J. is an obedient girl, and so far as I know has been honest and careful to speak the truth. She has improved in her business, but is rather slow. She has neither attended school nor a place of worship, as the only one in this place is of Methodist persuasion, and she does not manifest any disposition to attend there, but reads every Sabbath those good books she brought with her from the institution. Her health has been very good, and she appears in all respects well contented."

Extract from a Letter addressed to a Manager of the Institution, relative to a White Boy and two White Girls, which were bound to the Writer several years previously.

"31 January 1853.

"I yesterday enjoyed the extreme pleasure of taking by the hand, and welcoming into the communion and fellowship of the * * * church, D. F., the last of the three children I have brought from your 'House of Refuge.' M. M. C. and J. V., the other two, united with the church two or three weeks since, and I have no doubt all will be ornaments to the church. D. is a very energetic boy, and by proper care and training I doubt not will make a useful man."

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TO

REPORT

FROM THE

SELECT COMMITTEE

ON

CRIMINAL AND DESTITUTE CHILDREN.

Ordered, by The House of Commons, *to be Printed,*
28 *June* 1853.

674—I.

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Particulars relative to the formation of the industrial or reformatory school at Bath, class of children forming that school, *Osborn* 11-22. 71-80——The number of children in the reformatory school varies from thirty to thirty-six; boys only are admitted, *ib.* 81, 82——About one-half of the children have been previously in gaol, 83, 84——Means taken to induce a child after being confined in gaol to enter the reformatory school, *ib.* 85.

Evidence as to magistrates having dismissed trivial cases, on condition that the children were sent to this school, *Osborn* 101-105——The institution was formed entirely for criminal children, or for those likely to become so, *ib.* 132-134——During the first few years a great many children absconded from the school, their former companions enticing them away, but latterly not so many, more inducement having been held out to them to stop, *ib.* 143-150——Evidence as to the organised gangs of juvenile criminals existing in Bath, *ib.* 157-159——The proper principle of the Bath School, is to supply the children parental influence in the persons of the masters, chaplain, &c., *ib.* 186-189.

2. *Classification, Instruction, Rewards and Punishments:*

No distinction is drawn between criminal and destitute children in the Bath School, *Osborn* 92-94——Classification of the inmates of the reformatory school, as taken from a report of the Bath Industrial School and Juvenile Reformatory for 1852, *ib.* 129-131——The ordinary punishment inflicted is that of stopping meals and fining, *ib.* 151-153——The trades in which the children are instructed are shoemaking, tailoring, and mat-making, but wood-cutting is the chief employment, *ib.* 154, 155——The difference in the nature of the instruction in gaol and in the school, is that one is entirely of a moral and literary character, the other industrial, *ib.* 162, 163——Inducements the children in the school have to improve in industrial pursuits by payment of a small sum for so much a hundred bundles in wood-cutting; beneficial effects of this system, *ib.* 166-169——Beneficial effects of the treatment in the school on the majority of the boys with respect to their future career in life, *ib.* 173-180.

The length of time which witness considers children should remain at the school after being in gaol is six or nine months, *Osborn* 89——The longest time of any child having been in the school has been four or five years, *ib.* 136-139.

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Bath Industrial School and Juvenile Reformatory—continued.

3. *Diet:*

The number of meals they have daily is three, *Osborn* 171, 172——The diet of the boys in the reformatory school is better than in prison, in consequence of the additional earnings of the boys in the former, *ib.* 302-305——Average cost per annum of each child in the Bath School, *ib.* 183-185.

4. *Payments by Parents:*

Stipulation that if parents are able to support their children, they must pay eighteen pence per week for their support whilst in the school, *Osborn* 86-88. 96-100——The children are maintained wholly at the expense of the establishment, except in cases where parents pay a small weekly sum, *ib.* 170——The proportion of the cases in the Bath School, where the parents contribute towards the maintenance of the children, is about one-tenth of the whole, *ib.* 196-199.

Bavaria. Particulars of the schools for preventive and reformatory discipline in this kingdom, *App.* 409.

Beerhouses. Suggestion for the better regulation of beerhouses, and placing them under magisterial control, *Carter* 1243. 1252-1266——Number of beerhouses in Liverpool, London, and Manchester, *ib.* 1251——Witness would have beerhouses licensed by the magistrate, instead of as at present by the excise, *ib.* 1252, 1253——Witness would close the beerhouses at eight o'clock or at nine on Saturday, *ib.* 1261, 1262——Proposed suppression of beerhouses as one means of counteracting the evil of drunkenness, *De Renzi* 1897, 1898.——*See* also *Publichouses.*

Begging. See *Mendicancy. Vagrants and Mendicants.*

Belfast Gaol. This is the only gaol in Ireland in which the separate system is fully carried out, *Connellan* 4182.

Belgium. Particulars of the agricultural colonies of Belgium, *App.* 422.

See also *Society of Patronage* (*Belgium*).

Berwick, Walter. (Analysis of his Evidence.)—Queen's counsel and assistant barrister for the East Riding of Cork county, 4026——Has an extensive criminal jurisdiction, 4027——Number of prisoners tried annually before witness; proportion thereof children, 4029-4031——Enormous increase of juvenile crime in the county of Cork; statistical details in illustration; the increase attributed to the defects in the vagrancy law, 4032-4034. 4161-4165——Similar statistical details in regard to the city of Cork, 4034, 4035——Inadequacy of the present system of correction of juvenile offenders in Ireland, 4036——Large number of commitments of juvenile mendicants to Cork City Gaol; passage from letter of the Governor read, 4036-4038.

Principal causes of juvenile delinquency in Ireland within reach of legislation; crime caused by the unduly severe administration of the vagrant law, 4039-4042. 4090-4092——Want of classification in the gaols, another cause of juvenile delinquency, 4043——Efforts made by witness to increase the prison accommodation in the county of Cork; failure of these efforts; passage from letter stating the grounds on which witness urged these improvements, 4043-4046——Expediency of having penal schools of detention for juveniles instead of gaols; degrading effect on children of sending them to the ordinary gaol; effect in initiating them in crime, 4048-4051.

The criminal law of Ireland is analagous to that of England as regards children, 4052——The Mountjoy Prison, at Dublin, is the only reformatory institution in Ireland, but is only for transports, and includes all ages, 4053-4055——Probably beneficial result of establishing penal schools; detention for lengthened periods would be an essential feature, 4056-4059——Absolute necessity for giving to guardians the power of keeping in the workhouse juveniles who are placed or who come there, 4060-4062——How far the authority of the parent should be interfered with, 4063-4067——Age up to which the power of detention should continue, 4068-4071.

Radical change necessary in the system of education in workhouses; power proposed to be given to the Poor Law Commissioners, 4071-4074——Increased power that should also be given to them, to put in force the law (11 & 12 Vict. c. 25) for establishing industrial agricultural schools, 4075——Present powers of the Commissioners under this Act, 4078-4081——State of the agricultural school in Galway, 4081, 4082——Other general suggestions on this subject; Government schools in connexion with the workhouses, but for general county purposes recommended, 4083, 4084.

Practicability of enforcing the system of parental responsibility; in the present state of destitution of the class from which these children came, it would be fruitless to do so, 4085, 4086——How such responsibility should be enforced, 4087-4089——The strict enforcement of the law of vagrancy, in the city and the county of Cork, has largely increased crime, 4090-4092——Commitments to gaol for workhouse offences; injurious effects thereof, 4092-4096——Manner in which the legal chargeability should be provided

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vided for, in cases where children were committed to penal schools for workhouse offences, 4097-4100——How far the same principle might be extended to children committed to gaols for slight offences, 4101.

Futility of relying upon voluntary aid for the erection and support of the proposed penal or reformatory schools; extent of the present voluntary efforts now made for such objects, 4102-4117——Impossibility of joint management in the religious training of Protestant and Roman-catholic children, 4109-4117——Great number of schools in the city and county of Cork for Roman-catholic children; useful character of these institutions; objections they entertain to receive children who have been in gaol, 4114-4117——Importance of making some provision, by which offenders whose term of imprisonment had expired should be sent back to the place whence they came, 4118-4122.

Witness is not aware that the increase of destitute young people in Cork is attributable to the number of persons sent from England by unions there, 4123——Necessity for increasing the power already given by the Poor Law Act of punishing a father who placed his child in such a position that the child is obliged to be put in the workhouse, 4124, 4125——The Poor Law Commissioners should have power to require guardians to maintain district schools when they had been established, 4126-4128——Desirability of making the Act 11 & 12 Vict. c. 25 (for the establishment of industrial agricultural schools) compulsory, 4129-4133——Distinct schools for Roman-catholics and Protestants are not necessary; they might be united, 4134.

Extent to which the proposed schools should have a penal character, 4135——Term for which a child should be sent to school; discretion that might be left with the managers of the school itself, 4136-4138——Definition of the term "criminal child," 4139-4142——The question of education between Roman-catholics and Protestants, which incessantly comes into all considerations connected with charities, is the great difficulty in regard to reliance on voluntary contributions, 4143——Results of the application of Sir John Pakington's Act (11 & 12 Vict.) to Ireland; alterations suggested; inexpedient to take away the option of trial by jury instead of summary treatment, 4144-4158.

Bad state of the workhouse schools; urgent necessity of teaching trades to the children, 4159, 4160——Only one county in Ireland in which a district bridewell has been established, 4166——Slight improvement which the common bridewells need to fit them for the reception of young offenders; advantages of the plan, 4167-4171.

[Second Examination.]—Statistical data further to show that the number of criminals has enormously increased in Cork city and county since the passing of the Irish Vagrancy Act (10 & 11 Vict. c. 84), and the Irish Poor Law Extension Act (10 Vict. c. 31), 4172——Evil requiring remedy, resulting from the great number of committals, for trifling offences, from great distances, *ib.*——Details exhibiting the average cost of juvenile paupers in three different workhouses in the county of Cork, as compared with the county gaol, *ib.*——Particulars demonstrating the extent of education of the children in Cork County Gaol, and in Spike Island convict depôt, *ib.*

Visit recently paid by witness to the Red Hill Institution; immense benefit such an institution would produce in Ireland, 4172, 4173——Anxiety of witness to acquit himself of any desire to cast an imputation on the magistrates of Cork county in his observations, 4174——Occasional begging from destitution should not be treated as a crime, and no judge nor bench of magistrates should have power to commit children to gaol for such a conventional offence, *ib.*

Bethlem Hospital. See *Bridewell Hospital House of Occupation.*

Birmingham Reformatory Institution. Witness has taken considerable interest in reformatory institutions generally, and more particularly in one at Birmingham projected by Mr. Ellis, *Adderley* 3742, 3743. 3750——The Birmingham Reformatory was established in June 1852, and has been perfectly successful in its results, *ib.* 3744, 3751——It is under the superintendence of Mr. Ellis; testimony to his great personal efficiency as well as to the system of governance adopted by him, *ib.* 3745-3748. 3756, 3757——Sources from which the institution is supported, *ib.* 3749. 3767-3769——Number of children recently in the institution; circumstances under which they are sent, *ib.* 3752-3755. 3787-3790.

The children are chiefly of the criminal class, *Adderley* 3755——The Birmingham institution is not of a penal character, but witness considers it quite suitable for the great majority of cases of juvenile delinquency, *ib.* 3761——Preference given to Mr. Ellis's institution over that at Red Hill, *ib.* 3762-3764——Particulars as to the mode of treatment at Mr. Ellis's institution as regards industrial training, &c. *ib.* 3765-3767——Expense of the establishment, *ib.* 3770.

Birmingham Workhouse School. Reference to the successful working of a large workhouse school at Birmingham, which some years ago contained 500 children, *Hill* 3143.

Report, 1852-53—*continued.*

Bishop Stortford Union. Letter from the chairman of the Bishop Stortford Union to the Poor Law Board on the importance of efficient masters; reference therein to Mr. Cole, schoolmaster of the Union, *Temple* 3354-3359.

Black Rock Convent, Cork. Number of children in the school attached to this institution; amount made by them annually in work, *Berwick* 4114.

Boileau, Sir John P., Bart. Letter from, dated 6th February 1852, to Mr. Joseph Fletcher on the education of the children of agricultural labourers, *App.* 424.

Bordeaux Reformatory Institution. Reference to the satisfactory results produced by the Bordeaux institution, *O'Brien* 957, 958.

Bremen. Reformatory school possessed by Bremen, at Elleuer Hof, *App.* 409.

Bridewell Hospital House of Occupation. Details relative to the House of Occupation attached to Bethlem Hospital, *Williams* 2021, *et seq*——Class of children received into this institution; circumstances under which admitted, *ib.* 2025-2028. 2035-2037. 2071——Treatment and industrial training adopted, *ib.* 2029, 2030——The number of boys and girls is nearly equal, and amounted lately to 230 collectively, *ib.* 2031-2034——The usual common school instruction is provided, *ib.* 2038——There is a chaplain to the institution exclusively, *ib.* 2039, 2040.

System of finally disposing of the boys in the navy; beneficial working thereof, *Williams* 2040-2042, 2048-2054——Sources whence boys are supplied to the House of Occupation; return delivered in showing the number from each source in each year from 1830 to 1852 inclusive, *ib.* 2043-2047, 2058——The criminal and the destitute children are allowed to associate freely, the effects of such association being considered satisfactory; witness, however, objects to the indiscriminate mixture of the two classes, *ib.* 2059, 2062-2066——The contiguity of the buildings of the males and females in the House of Occupation is very undesirable, *ib.* 2059-2061. 2078——Numbers received into the House of Occupation and discharged therefrom during the last twenty-three years; return thereof, showing also the final mode of disposal, and whether the children turned out well or otherwise, &c., *ib.* 2067-2070 (*Ev. p.* 184)——Incorrigible children are sometimes admitted at the request of the parents, *ib.* 2071.

Parents may withdraw their children, but they generally leave them to be disposed of by the society, *Williams* 2072——The industrial training acts very well, and there is a great demand for the inmates as servants, *ib.* 2072-2075——The children are at liberty to leave the institution by requesting permission on board days, and occasionally do so, *ib.* 2076——Period of detention in the House of Occupation, *ib.* 2077——The funds of the institution are most ample, *ib.* 2079——Statement as to the annual expenses, *ib.* 2080.

Possibility of the cost of diet being reduced; return in explanation of the dietary table, *Williams* 2080-2082. (*Ev. p.* 185)——The training of the boys for the navy is merely a recreation, *ib.* 2083, 2084——The staff of officers engaged is quite sufficient; the master is eminently a practical man, *ib.* 2085, 2086——It is found impossible at present to get the boys into the mercantile marine, *ib.* 2086-2091——Parents sometimes offer to pay for the maintenance of their children, but the offer is always declined, *ib.* 2091, 2092.

Other evidence as to the general working of the system adopted at the House of Occupation; number of children now in this institution under industrial training, &c.; mode in which they are finally disposed of, *Johnson* 3438-3446. 3545. 3557, 3558. 3576-3583.

Bridewells (Ireland). There is only one county in Ireland in which a district bridewell has been established, *Berwick* 4166——Slight improvement which the common bridewells need to fit them for the reception of young offenders; advantages of the plan, *ib.* 4167-4171——Defects in the system of district and ordinary bridewells; leading witness to hesitate to recommend the extension of the power of magistrates at petty sessions to commit for short periods to them, *Connellan* 4558, 4559.——Witness would only recommend such power being given under special circumstances, *ib.* 4560.

Bristol Reformatory Institution. Information forwarded to witness by Miss Carpenter relative to the reformatory institution established by her near Bristol, *Adderley* 3772-3774——Amount already received from voluntary contributions; the institution is likewise supported by the children's earnings, and by their parents' contributions, *ib.* 3774——The institution is managed chiefly by Miss Carpenter and Mr. Russell Scott, *ib.*——The system adopted is for the boys as nearly as possible like the Rauhe Haus, and for the girls like the Chelsea Reformatory established by Mrs. Fry, *ib.*

British Ladies' Society. The British Ladies' Society for the reformation of female prisoners, of which witness is a member, was founded by Mrs. Fry in 1817; the committee rooms of the society are in White Hart-court, Lombard-street, *Neave* 3981-3985——The society consists of about forty members, *ib.* 3986——It has not been able to effect much good with the older prisoners, *ib.* 3987, 3988.

See also *Chelsea School of Discipline*, 4. *Elizabeth Fry Institution, Hackney.*

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Bryce, John Downie. (Analysis of his Evidence.)—Has taken a great interest in the houses of refuge at Glasgow, 4507——Is a member of the committee of the house appropriated to girls, 4508——Circumstances which led to the present institution being grafted on a Magdalen Asylum previously existing, 4509——Classification of the children, 4510——Limits of age at which children are received, 4511——Proportion of the whole number who have been guilty of crime, 4512——The children are kept about three years, but are free to leave when they please, 4513——Advantages found to result from the system, 4514——Proportion of children that leave of their own accord, 4515.

Description of instruction given to the girls, 4516. 4518——Difficulty in finding suitable industrial occupations for little girls, 4517——Number of persons employed as servants or officers, 4519——Discipline maintained, 4520, 4521——System of rewards and punishments, 4521, 4522——Monitors, 4523, 4524——Mode in which the day is disposed of, 4525——Net annual average cost of each inmate, 4526–4529——Expediency of giving magistrates the power to sentence children to imprisonment for lengthened terms, so as to enable the institution to retain them, 4530–4536——Tendency of the establishment to cause step parents to neglect their children, 4537, 4538——Necessity for giving a legal power to enforce payment from parents able to pay, 4539–4541——Great extent of juvenile prostitution in Glasgow; extension of the institution needful to meet this state of things, 4542–4544.

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Campbelton Ragged Industrial School. Abstract of answers to queries sent to the secretary of the Industrial School, *App.* 437, 438.

Carlier, M., Prefect of Police, Paris. Extract from report of, relating to the "Société pour le Patronage des Jeunes Libérés de la Seine," *Connellan* 4268.

Carpenter, Miss. Refutation of Miss Carpenter's evidence, of 21st May 1852, in which she says "that Parkhurst acts entirely on the principle of compulsion and restraint," *O'Brien* 862–870.——*See* also *Bristol Reformatory Institution.*

Carter, Rev. Thomas. (Analysis of his Evidence.)—Chaplain of the Borough Gaol at Liverpool, 1182, 1183——Former engagements of witness, 1184–1187——Insufficiency of the gaol accommodation provided at Liverpool for criminal children; steps lately taken to remedy the evil, 1188–1191——Attention drawn to the subject of juvenile delinquency in Liverpool by Captain Williams a few years ago; statement of facts prepared by the magistrates; active proceeding of the late Mr. Rushton in the cause adverted to; petition on the subject delivered in, 1192–1200——In consequence of a letter of Mr. Rushton, a reformatory institution for juveniles was projected on his plan, and certain preliminaries were arranged; causes of the non-completion of this institution, 1201–1234——Expediency of an alteration in Lord Cottenham's Act as regards providing facilities for sending children to reformatory establishments, 1209–1234.

The first thing to be done on the subject of juvenile criminality is to remove every inducement and incentive to crime, 1235, 1236——For this purpose compulsory education is one of the main steps to be taken, 1237–1240——The system of licensing public-houses should be altered, and the licence should be granted by the magistrate to the individual, instead of to the house, 1241, 1242. 1244–1249. 1254–1266——Beerhouses also should be placed under better magisterial control, 1243. 1252–1266——Evils at present resulting from the character of the theatrical representations, &c., provided in public-houses and beershops for young persons, 1243. 1254–1265——Number of public-houses in Liverpool, the City of London, Manchester, and Birmingham, 1250——Number of beer-houses in Liverpool, London, and Manchester, 1251——There should be a strict supervision of common lodging-houses, 1267——The unnecessary exposure of goods at shop doors should be prevented, 1267–1271——Pawnbrokers should be prohibited from receiving pledges from young children, 1272–1277.

Importance of the Committee duly considering the suggestions contained in page 26 of the report by the inspector-general of prisons, dated June 1851, referring to the establishment of district houses of detention or correction, 1278, 1279——Recommended extension of such reformatories as that at Red Hill, 1279——Propriety of adopting training-ships as a reformatory measure in all large seaport towns; effect of an arrangement made at Liverpool some years ago on this subject; details as to the system under which training-ships or other reformatories might be extensively established, 1279–1342——Suggestion that the Emigration Commissioners should consider boys, on being properly certified, as fit for emigrants, without reference to their antecedents, 1343, 1344.

Recommendation that in all possible cases the pecuniary responsibility of the parent be enforced for the maintenance of his child, whether in gaol or under reformatory treat-

Carter, Rev. Thomas. (Analysis of his Evidence)—*continued.*

ment; consideration of the mode in which this point can be best effected, 1345-1417——Discretion to be vested in the magistrate as to the amount of responsibility of the parent, &c., 1347-1349. 1359. 1376-1412——Whether negligent or not, the parent should be pecuniarily responsible for the maintenance of his criminal children; greater penalties might, however, be imposed on those parents guilty of negligence than on those with whom no blame can rest, 1350-1356. 1383-1407——Machinery by which the penalties might be enforced, 1352-1354. 1376-1381——In case there are no parents, or that the parents are too poor to pay, the maintenance of the child should not fall on the parish, but on the general funds of the institution, 1365-1375. 1408-1417.

Objections to the practice, under Sir John Pakington's Act, of whipping criminal children before their discharge from gaol; boys are hardened, rather than terrified, by the operation, 1418-1433——The objection to flogging is chiefly against its application by the magistrate or court; under proper discretion, it might still be resorted to, 1418-1420. 1431-1433——Suggestions as to the best mode of dealing with children not actually criminal, but guilty of police offences and trifling delinquencies, 1434-1442. 1447——Difficulty of drawing a line of distinction between the two classes of juvenile offenders, so as to separate for different treatment the more venial from the more culpable class, 1434-1442——How far the principle of treatment of the less culpable class should differ from that adopted towards the more criminal children, 1442-1447.

The principle of love, rather than of severity, should be adopted in the reformation of all juvenile offenders, 1442. 1444, 1445——In the reformatories, or district houses of detention for the more culpable class of juveniles, there must be something of penal treatment and of restraint, 1443-1446——Different descriptions of Irish criminal children in Liverpool; they are all of the poorest class, and are mainly Roman Catholics, 1448-1451——Importance of awakening or forming religious impressions in carrying out the process of juvenile reformation, 1452-1457——Expediency of a chaplain being attached to every house of detention or reformatory school, 1457, 1458——No difficulty would arise from children of different denominations being under the charge of a minister of the Established Church; practice of religious teaching in the Borough Gaol of Liverpool cited in support of this statement, 1459-1461.

Carter, Rev. Mr. Copy letter from Rev. Thomas Carter, chaplain of the Borough Gaol, Liverpool, to Mr. Rushton, dated 29 December 1849, on the subject of the increase of juvenile crime in that town, *App.* 450, 451.

Causes of Juvenile Crime. Statement of the chief causes of crime and pauperism among young persons, *Field* 2310, 2311. 2316-2322; *Hill* 3084, 3085. 3087-3089; *Johnson* 3434, 3435——Principal causes of juvenile delinquency in Ireland within reach of legislation; crime caused by the unduly severe administration of the vagrant law, *Berwick* 4039-4042. 4090-4092——Causes of juvenile crime peculiar to Ireland; disproportion of orphanage; extent of vagrancy and larceny as prevailing among females, *Connellan* 4185. 4186——Other causes besides the Vagrancy Act which have tended to increase the number of women who wander about with children in habits of mendicancy, *ib.* 4235-4237. 4252.

See also *Destitution. Drunkenness. Dwellings of the Lower Classes. Exposure of Goods. Marine Store Dealers. Pawnbrokers. Step-Parents. Theatrical Representations.*

Cells. There should be no cells nor anything approaching to prison treatment in reformatory schools, *Nash* 1857.

Cellular School System. Approval of the adoption of the cellular school system in gaols, *Field* 2349-2352.

Central London District School (*Norwood*). Satisfactory working of the London District School at Norwood, which contains nearly 1,000 children, *Tufnell* 2423-2425. 2432. 2438. 2497-2510——Yearly value of the needlework performed by the girls in the Central London School, *ib.* 2497, 2498——Recommended nautical training of the boys in the School by means of a ship, as was formerly the case, *ib.* 2500-2502.

See also *District Union Schools,* 1.

Chaplains of Gaols. Reference to a memorial presented to the Home Department in 1850, by fifty of the chaplains of the principal gaols throughout the country, praying for immediate legislation, *Milnes* 2641.

Chaplains of Reformatory Schools. There should be a chaplain of the Established Church under whose teaching every child should be placed, but the visits of a minister of any other denomination should be permitted whenever a prisoner desired it, *Carter* 1457-1460.

Report, 1852-53—*continued.*

Chelsea School of Discipline:

1. *Purposes for which established; Class of Girls received.*
2. *Mode of Management.*
3. *System as regards Admission.*
4. *Income and Expenditure; Sources whence the former is derived.*
5. *Industrial Training and Religious Instruction adopted.*
6. *Diet.*
7. *Ultimate Disposal of the Inmates; Success attending the same.*

1. *Purposes for which established; Class of Girls received:*

The objects of the institution are to receive the most destitute girls, who are almost always criminals, and to reclaim them and provide for them, *Neave* 3795, 3796. 3822 *et seq.*——Very few of the inmates have been committed for offences, *ib.* 3842——The greater number of the criminal children in the institution do not pilfer from a natural instinct, although there are some cases of this kind; the evil is generally eradicated at the School of Discipline, *ib.* 3936-3950——Six of the forty-six inmates (which is the greatest number admitted) have been in prison; the remainder, although all have pilfered, have not been convicted before a magistrate, *ib.* 3876-3881.

2. *Mode of Management:*

The staff consists of a matron and her two daughters; they are not allowed to strike the children, and their treatment is perfectly kind and gentle, *Neave* 3805-3809—— A weekly committee of ladies has proved the most successful management, as it insures constant supervision, *ib.* 3892-3895.

3. *System as regards Admission:*

The committee of the institution meet every Thursday, and on that day applications for admission are received, *Neave* 3797, 3798——The children are admitted between ten and 12½ or thirteen years, and remain till fifteen to seventeen years, according to their ability for service, *ib.* 3799. 3898-3902——Many candidates are now awaiting admission to the School of Discipline as well as the Manor Hall Institution connected with it, *ib.* 3804——The book in which applications for admission are entered is quite full, *ib.* 3912 ——Applications for admission are generally made by parents in consequence of the pilfering habits of the children, *ib.* 3937.

4. *Income and Expenditure; Sources whence the former is derived:*

Particulars respecting the income and expenditure of the institution; treasurer's account for 1852 handed in, *Neave* 3842-3863——A committee of the British Ladies Society for the Reformation of Female Prisoners, called the Patronage Committee, supports six of the children in the School of Discipline, *Fry* 3847. 3849——Mode in which the Patronage Society selects the objects of their charity, *Neave* 4010——The parents and friends of the parents contribute a considerable amount of the income, *ib.* 3874, 3875 ——The highest sum per week contributed by parents is 2*s.* 6*d*, and if the Government were to assist to the same extent the usefulness of the institution might be much enlarged, *ib.* 3882-3885——There is some difficulty in obtaining the payment of the contribution from the parents, *ib.* 3918, 3919. 3929-3938——The accounts are well kept by Mrs. Le Blanc, the treasurer; there is often great difficulty in providing for the weekly expenses, *ib.* 3922, 3923—— It would not be possible to get any contribution from the parents of those children who have been in prison and who are now supported by the Patronage Committee, *ib.* 3926-3928——It would be a great assistance to the institution if parents were compelled to pay, *ib.* 3939-3945.

5. *Industrial Training and Religious Instruction adopted:*

The girls are taught everything that is useful, and the elder ones are trained to household work, *Neave* 3810, 3811——Their religious instruction is carefully promoted, and the Rev. Mr. Robinson of St. Luke's, Chelsea, who attends the school every week, is surprised at their progress, *ib.* 3811-3816——During the first year, although education in the school is the chief point, yet the industrial training of the children is attended to, as they are put to the house work under the older girls and to knitting and sewing, by which 50*l.* per annum is earned, *ib.* 3818——After the first year, industrial training is the chief occupation, *ib.* 3824-3825——The number trained in the schools since 1825 is 442; the smallness of which is accounted for by the fact of the children having to be kept so many years, *ib.* 3826, 3827——The intellectual education of the children is scarcely carried beyond sacred subjects; but they read books on natural history, and have a slight knowledge of grammar and geography, *ib.* 3910, 3911——The children, being well fed and having a great many companions, make them feel the discipline and confinement of the institution very little on entering it, *ib.* 3920, 3921.

6. *Diet:*

The diet is bread and milk morning and evening, and meat or soup and puddings for dinner, *Neave* 3817.

Report, 1852–53—*continued.*

Chelsea School of Discipline—continued.

7. *Ultimate Disposal of the Inmates; Success attending the same:*

The girls are kept till prepared for service, as they have no homes to return to; three have become teachers in schools, *Neave* 3822——The girls are often unwilling to leave the institution, *ib.* 3823——One of the girls who have become teachers was of a very ungovernable temper; but after being five or six years in the school, a complete change was effected, and she is now much valued as a teacher at the Dacre-street Home for Destitute Children, *ib.* 3828–3835——Many of the girls have married, and are doing well, *ib.* 3836–3839——Those who have become servants have remained five or six years in their first place, *ib.* 3840, 3841——By far the greater portion of the inmates turn out respectably, *ib.* 3864–3873——The children are sometimes drafted to the Manor Hall Institution when they are not otherwise provided for, *ib.* 3896, 3897——In cases when children have been discharged from the schools of discipline they have been sent to the union or house of occupation; in the latter place they are very well trained, *ib.* 3903–3907——Some parents appreciate the benefit of education for their children on their return home; in one or two instances in which the parents were addicted to criminal habits, the children have worked a great change in their parents, *ib.* 3908, 3909——Unmanageable children are sent to the house of occupation, *ib.* 3915–3917——The age for leaving the institution is from fifteen to seventeen years, *ib.* 3970.

See also *Elizabeth Fry Institution, Hackney. Manor Hall Institution, Chelsea.*

Children in Workhouses (Ireland). Statement of the number of children under fifteen years of age in the workhouses of Ireland on 2d April 1853, *App.* 501——Return of young persons between nine and twenty-one years of age in the workhouses in Ireland at the same date, *ib.* 502——Return showing in respect to the foregoing young persons the number of them who have been in gaol, *ib.* 503——Return showing in respect to the said young persons the numbers who can or cannot read and write, &c., or are imperfectly educated, *ib.* 504.

Circuits of Assize. Return of the number of prisoners under seventeen years of age committed for trial and convicted summarily in the several assize circuits of England and Wales in the year 1851, *App.* 446, 447.

City Missionaries. Persons with the requisite qualifications for superintending reformatory schools are to be found in city missionories, &c., *Nash* 1862, 1863. 1875–1877.

Clark, Mr. Interest taken by Mr. Clark, a cotton-spinner of Glasgow, in the house of refuge in that city, *Playfair* 4375.

Classification. Witness would divide the juvenile criminals into two classes; those guilty of offences involving dishonesty, and those guilty of other offences; with regard to the first class, every inducement and incentive to crime should be removed, *Carter* 1236——Classification to be observed as regards pauper and criminal children, *Hill* 3138–3140——Classification of children in workhouses adverted to, *Tufnell* 2627.

Want of classification in the gaols is one cause of juvenile delinquency, *Berwick* 4043——Extent to which the separation of children from adults is carried out in the present gaol system in Ireland, *Connellan* 4256.

See also *Reformatory and Penal Schools*, 6. *Workhouses.*

Code Penal of France. Copy of the 66th, 67th, 68th, and 69th Articles of the Code Penal of France, and translation thereof, *App.* 442.

Colonial Training Institutions. Importance of similar institutions to the London Colonial Training Institution being established generally, *Nash* 1789——They should be maintained by voluntary contributions; Government undertaking the expense of emigration, *ib.* 1790–1793——Partial approval of the institution proposed by Mr. Nash as a refuge for young criminals, *Field* 2380.

See also *London Colonial Training Institution (Westminster).*

Commitments to Gaol. Reasons for forming the opinion that the commitment of a boy to a common prison should, where it is possible, be dispensed with, *Osborn* 217.

Committals (Ireland). Analysis of annual committals in Ireland in the years 1846–51, *App.* 505——Similar analysis of juvenile criminals in Ireland for the year 1851, *ib.*——Classification of juveniles confined in the several gaols in Ireland on the 1st April 1853, showing whether orphans or illegitimate, state of education, crimes for which committed, recommitments, &c., *ib.* 506, 507.

Committees of Management. There should be committees of management for the preventive and reformatory schools proposed by witness; their duty would chiefly be to select a proper master, *Nash* 1865–1871——The magistrates of the several counties might form the committee of management of the penal schools proposed by witness, *Johnson* 3501. 3521, 3522, 3526.

Common Lodging Houses. See *Lodging Houses. Model Lodging Houses.*

Compulsory

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Compulsory Attendance at School. See *Magistrates. Vagrants and Mendicants.*

Connellan, James Corry. (Analysis of his Evidence.)—Inspector-general of prisons in Ireland; extent of district, 4175-4178——Number of gaols in Ireland; number of single cells; total number of beds, 4179——Statistical data, exhibiting the number of prisoners in confinement during the years 1846, 1849, and 1852; the deaths; and number of persons brought to trial, 4180——Present state of accommodation as affecting juveniles, 4181, 4182——Details showing the state of juvenile crime in Ireland, 4183, 4184——Causes of juvenile crime peculiar to Ireland; disproportion of orphanage; extent of vagrancy and larceny as prevailing among females, 4185. 4186——Amount of vagrancy existing among female juveniles, 4186-4188.

Different positions of England and Ireland in regard to their financial position with respect to criminals, 4189, 4190. 4227——Necessity for legislation with regard to the gaols and bridewells, *ib.*——The kind of institution to be recommended should embrace under the same direction, though separate, a Parkhurst and a Red Hill, 4191——Four institutions would be sufficient for Ireland; one in the first instance to test the effect, 4192, 4193. 4233, 4234. 4265——Requirements of such an institution; probable expense per head, 4193-4206.

The proposed experimental building should comprehend both the Red Hill and Parkhurst systems in the same locality; advantages thereof in regard to saving of expense, and as a means of coercion, 4207-4213—Prisoners from all parts of Ireland would be sent to the institution; means of providing for the difficulty arising out of prisoners being sent up without its being known what accommodation existed, 4214-4221. 4266, 4267——Functions of an inspector of prisons; want of executive power; improvements herein suggested, 4222-4228.

Facility with which money might be raised either to build new gaols or to add to existing ones, 4229-4232——Other causes besides the Vagrancy Act which have tended to increase the number of women who wander about with children in habits of mendicancy, 4235-4237. 4252——Mendicancy and vagrancy, though both great social evils, have been rendered infinitely worse by making them crimes, 4238——Very large number of commitments for vagrancy of children of ten years of age in the City of Dublin, 4239-4241——Considerable extent to which the evil is aggravated by the bad arrangements of the workhouse authorities, 4242.

The measures recommended may be rendered unnecessary by good management of workhouse schools, 4243-4245——Circular issued by the Poor Law Commission in reference to the extension of agricultural schools attached to workhouses, 4243——Number of children in gaol at the present time for workhouse offences; proportion this bears to the number of children in workhouses, 4246-4251——Orphans and deserted children admitted to a workhouse should be retained until they have the means of providing for themselves, 4253-4255.

Extent to which the separation of children from adults is carried out in the present gaol system in Ireland, 4256——Mode of education of children resorted to in the prisons, 4257-4259——Usual lodging-places and amusements of the masses of children without parents or homes in Dublin; beneficial working of the ragged schools; special reference to the Lurgan-street school, 4260-4264——Provision contemplated for children after their discharge from the reformatory institution; operations of the "Société pour le Patronage des Jeunes Libérés de la Seine" at Paris, 4268. 4271-4274——Punishment and reformation must go hand-in-hand in the proposed institutions, 4269, 4270.

[Second Examination.]—Puts in further returns as to the number of juvenile convicts confined in the Government prisons in Ireland particulars in elucidation thereof, 4545-4550. 4555, 4556——Remarkable facts elucidated from these returns, showing the almost entire immunity from crime which prevails among the artisan class in Ireland, 4548——Agricultural labour offers the best probability for the reformation of juvenile offenders, 4549, 4550——Calculations entered into by witness for determining the best localities for the reformatory institutions proposed for Ireland, 4551, 4552——An entire separation from gaols is contemplated, 4553, 4554.

Numbers for which accommodation should be provided, 4557——Defects in the system of district and ordinary bridewells leading witness to hesitate to recommend the extension of the power of magistrates at petty sessions to commit for short periods to them, 4558, 4559——Witness would only recommend such power being given under special circumstances, 4560.

Connellan, Mr. General concurrence in the recommendations of Mr. Connellan that institutions be established, embracing discipline analogous to that of Parkhurst and Red Hill, *Senior* 4647——Respects in which witness's plan differs, *ib.* 4648-4651.

Papers delivered in by Mr. Connellan 29 April 1853, relative to juvenile criminals in Ireland, *App.* 505-512.

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Continent, The. Resolution, that the existence of similar evils in France, Germany, Switzerland, Belgium, and the United States, has been met by vigorous efforts in those countries; and, that sound policy requires that this country should promptly adopt adopt measures for the same purpose, *Rep.* iii.

See also *Farm School System of the Continent.*

Contract System. See *Private Reformatory Establishments.*

Convict Prisons (*Ireland*). Return of the number of juvenile convicts in the Government prisons in Ireland under sixteen, and between sixteen and twenty-one years, on 1st April 1853, *App.* 508.

Cork City and County. Number of prisoners tried annually before witness as assistant barrister for the East Riding of Cork; proportion thereof children, *Berwick* 4029-4031 ——Enormous increase of juvenile crime in the county of Cork; statistical details in illustration; the increase attributed to the defects in the vagrancy law, *ib.* 4032-4034. 4161-4165—— Statistical details relative to the increase of juvenile crime in the City of Cork, *ib.* 4034, 4035——The strict enforcement of the law of vagrancy in the city and the county of Cork has largely increased crime, *ib.* 4090-4092——Great number of schools in the city and county of Cork for Roman-catholic children; useful character of these institutions; objections they entertain to receive children who have been in gaol, *ib.* 4114-4117——Witness is not aware that the increase of destitute young people in Cork is attributable to the number of persons sent from England by unions there, *ib.* 4123.

Statistical data further to show that the number of criminals has enormously increased in Cork city and county since the passing of the Irish Vagrancy Act (10 & 11 Vict. c. 84), and the Irish Poor-law Extension Act (10 Vict. c. 31), *Berwick* 4172——Evil requiring remedy, resulting from the great number of committals for trifling offences from great distances, *ib.* 4172——Population of the county in 1841 and 1851, decrease therein; great increase of crime with a diminution of population shown therein, *ib.* 4172.

Anxiety of witness to acquit himself of any desire to cast an imputation on the magistrates of Cork county in his observations, *Berwick* 4174.

Cork Gaols. Large number of commitments of juvenile mendicants to Cork City Gaol; passage from letter of the Governor read, *Berwick* 4036-4038——Efforts made by witness to increase the prison accommodation in the county of Cork; failure of these efforts; passage from letter stating the grounds on which witness urged these improvements, *ib.* 4043-4046——Details exhibiting the average cost of juvenile paupers in three different workhouses in the county of Cork, as compared with the county gaol, *ib.* 4172 ——Particulars demonstrating the extent of education of the children in Cork County Gaol, and in Spike Island convict depôt, *ib.* 4172——Number of deaths in Cork gaol in the year 1849, *Connellan* 4180.

Cork Union. Inadequacy of the workhouse education in this union, *Senior* 4680.

Corporal Punishment. Corporal punishment should be inflicted only for prison offences, as the magistrates have no means of judging what the effect of flogging would be on the individuals before them, *Carter* 1418-1433——No corporal punishment should be resorted to in the treatment of juvenile offenders, *Nash* 1857——There is nothing deterrent in the idea of corporal punishment, *Field* 2391, 2392——*See* also *Whipping.*

Cost of Buildings. In consequence of the recent advance in the price of iron and other materials, the expense of building the proposed penal schools would be greater now than was estimated by witness, but 20,000 *l.* would cover the cost of each establishment suggested by him, *O'Brien* 1178——*See* also *District Union Schools*, 2.

Cost of Maintenance. See *Expenses of Reformatory Schools. Reformatory and Penal Schools*, 4.

Cottenham's, Lord, Act. Expediency of an alteration in Lord Cottenham's Act as regards providing facilities for sending children to reformatory establishments, *Carter* 1209-1234.

Country Districts. Belief that it is not in the country districts, but in the large towns, that the want of education prevails, *Guthrie* 594——Opinion that boys from agricultural districts are more susceptible to good influences than boys from towns generally are, and that the system of agricultural labour has more of a penal character to a town boy than to a country one, *Strickland* 677-684.

County Liability. If the settlement of the juvenile criminal cannot be ascertained, the treasurer of the county in which the crime is committed should, in the first instance, be liable for the maintenance of the child, the father being liable to the county for his portion in the same way, as suggested by witness, with regard to the parish, *Hamilton* 1606-1609.

See also *Private Reformatory Establishment. Reformatory and Penal Schools*, 4.

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Criminal Children. Definition of the term "criminal child," *Berwick* 4139-4142.

Criminal and Pauper Children. Statistics of the numbers and treatment of criminal and pauper children in England and Wales, *App.* 402.

Criminals (Ireland). Statistical data exhibiting the number of prisoners in confinement during the years 1846, 1849, and 1852; the deaths; and number of persons brought to trial, *Connellan* 4180.

Crossing-sweepers. Increase of late years in the number of crossing-sweepers in the metropolis; mistaken charity is the cause of such increase, *Hay* 3689-3691——Information as to the crossing-sweepers of London; occasional amounts of their earnings; increase in their numbers of late years, particularly as regards children; doubts as to their general good character, *Reason* 3726-3741——Desirability of preventing children from following this occupation, *ib.* 3738, 3739.

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Dacre-street Institution. The Dacre-street Institution, which has only fifteen inmates, could accommodate thirty, if there were funds to maintain them, *Neave* 3885-3891—— The children are admitted at the age of seven, and kept till they are fit for service, *ib.* 3971-3973——The institution has been founded two months, and has fifteen inmates; its objects are identical with those of the Chelsea School of Discipline, *ib.* 3974-3980.

Dargan, Mr. Number of men employed by Mr. Dargan, the great railway contractor in Ireland; their wages, *Connellan* 4245.

Denison, Mr. Beckett. Good effects of some model lodging houses provided in Leeds by Mr. Beckett Denison, *De Renzi* 1893, 1894.

Denmark. Particulars of the schools for preventive and reformatory discipline in this kingdom, *App.* 410.

De Renzi, Rev. George Binks, B.A. (Analysis of his Evidence.)—Chaplain of the borough gaol at Leeds 1884, 1885——Amount and character of the juvenile delinquency coming under the notice of witness, 1886, 1887——The great majority of cases of youthful crime may be traced to the neglect or profligacy of parents, 1888. 1890——The lodging house system in Leeds has not been so productive of evil as is stated to be the case in the metropolis, 1888——Remarks to the effect that any measures which are calculated to improve the dwellings of the labouring classes will exercise a very important influence in the suppression of juvenile delinquency and of crime generally, 1890-1894——Good effects of some model lodging houses provided in Leeds by Mr. B. Denison, 1893, 1894 ——Suggestion that children whose parents are absent from home during the day be provided with their meals at school in order to prevent their wandering about the streets unnecessarily, 1895, 1896.

Pernicious results, as regards children, arising from the drunkenness of parents, 1896 ——Proposed suppression of beerhouses as one means of counteracting this evil, 1897, 1898——Desirability of altering the character of the education of the lower class as another means of preventing intemperance, 1898——It is not contemplated by witness to abolish public-houses, they being already under salutary control, 1899-1904—— Number of public-houses in Leeds, 1905——Expediency of an improvement in the sort of education received by females of the lower class; their acquirements, in Leeds, by no means qualify them to discharge the duties of wives or mothers, 1907-1913——In Leeds gaol the separate system of treatment is adopted, with, however, considerable modifications, 1914——Mode in which religious instruction is given, 1915——Inexpediency of forcing the reading of the Scriptures on prisoners, 1915.

Calculation made by witness of the expenses attending the prosecution, maintenance, and transportation of 115 boys who passed through Leeds gaol in the five years ending 11th October 1852; return delivered in, in elucidation of the same; loss occasioned to society by the depredations of these boys, 1916-1921. (*Ev. p.* 169, 170.) 1922——Return of all the male prisoners under seventeen years of age committed to Leeds gaol in the year ending 10th October 1848, showing their subsequent committals during the four following years; also the amount of imprisonment undergone by each offender, and the aggregate of the various terms of imprisonment of all the offenders; also the number transported and the aggregate of their several terms of transportation; remarks on this return, 1917. 1921. (*Ev. p.* 168, 169.) 1923-1925.

General inefficiency of the prison mode of treatment of juvenile offenders, 1925—— Objection to the system of short imprisonments, 1927, 1928——Proposal that children convicted of second offences undergo some penal treatment in gaol, and be afterwards transferred to a reformatory institution, 1929. 1938-1940. 1943——In cases of first offences the magistrate or judge should have a discretionary power to restore the child to his parents without punishment, 1930-1946——No boy should be admitted into a

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De Renzi, Rev. George Binks, B.A. (Analysis of his Evidence)—*continued*

reformatory without having passed through prison, 1936-1953——The penal and the reformatory treatment should be administered in different buildings; adaptation of prisons to the penal discipline, 1947-1953.

In the contemplated reformatories the training should be of an agricultural character, 1954, 1955——No child should be sent for a less period than twelve months, 1956——The boys should be finally disposed of by emigration, as suggested by Mr. Nash, 1957, 1958——Desire occasionally expressed by boys on leaving prison to enter reformatory institutions, 1959——Reference to the Durham Refuge as an institution productive of much good, 1960——Suggestion that magistrates be empowered to commit vagrants or mendicants to industrial schools, 1961-1963——Parental responsibility should be enforced for the maintenance of criminal children; consideration of the means by which this can be best effected, 1964-1981——Weekly earnings of the parents of forty-two boys in Leeds prison on 1st March 1853, adverted to as showing the practicability of enforcing parental maintenance, 1964-1967——In the great majority of cases of juvenile criminality crime has not been caused by the pressure of want, 1968——The parish should in the first instance pay for the maintenance of children in reformatories, &c., and should have power to recover from the parents, 1969-1981——The portion to be levied on the parent should be decided by the magistrate, 1972——An order should also be made on the parish with regard to the maintenance of orphan children, 1982——Suggestion that in the case of orphans Poor-law guardians should stand *in loco parentis*, 1982, 1983.

Reference to the district industrial feeding school at Leeds, as being a substitute for a union pauper school, 1983-1987——Evils of the practice of employing children in factories or elsewhere without the direct intervention of their parents; remedy suggested to prevent the children abusing their earnings, 1988-1994——Parents should be responsible for the criminal offences of their children, though the latter may have been living apart and independently, 1990-1995——In the contemplated reformatory schools parental care rather than penal treatment should be provided, 1996——It is very desirable to prevent children under sixteen years of age from having any transactions with pawnbrokers, &c., 1997-2003——The exposure of goods at shop-doors is a great incentive to thieving, and should not be allowed, 2003-2005——Tabular statement delivered in, giving full particulars relative to forty-two prisoners under seventeen years of age in Leeds gaol on 1st March 1853, *Ev. p.* 177, 178——Evils resulting in Leeds from the congregation of boys in the markets, 2006, 2007.

[Second Examination.]—Further evidence relative to the proposed mode of dealing with juvenile offenders on first convictions, 2008-2010——In the event of the magistrate not thinking it desirable to restore the boy to his parents, he should commit him to prison for not less than six months, 2010——In cases of second convictions where no imprisonment had followed on the first conviction, the magistrate should have power to commit for three or six months, 2010. 2016-2018——Desirability of the boys' department in prisons being separated from that of the men, 2010——In the final disposal of criminal boys they might occasionally be restored to their parents on a guarantee being given for for their future good conduct, 2010-2012——If a proper guarantee were not forthcoming, the boy should be sent to the colonies as an emigrant, 2013-2015——Reasons for subjecting all juvenile criminals to a certain course of penal treatment before their reception into reformatories, 2016-2018——Witness has no faith in short imprisonments accompanied with severe punishments, 2019, 2020.

Desertions of Workhouse Children. Parents on leaving workhouses have not hitherto shown any inclination to desert their children in the district schools in consequence of facilities in the system for so doing, *Tufnell* 2575, 2576.

Destitution. Belief that a great number of children are led into crime by actual destitution, *Guthrie* 591——In the great majority of cases of juvenile criminality, crime has not been caused by the pressure of want, *De Renzi* 1968——Objection to the degree of destitution of a boy being taken as the ground of admission to reformatory institutions, as is now the case in ragged schools, &c., *Hill* 3148.

See also *Vagrants and Mendicants.*

Detention in Reformatory Schools. See *Period of Detention in Reformatory Schools.*

Dietary. The dietary in reformatory institutions would vary with the locality in which the school is placed, *Turner* 2848, 2849.

See also *Bath Industrial School and Juvenile Reformatory*, 3. *Edinburgh Ragged and Industrial Schools*, 4. *Red Hill Philanthropic Farm School*, 2.

Discharge of Prisoners. Practice in Durham Gaol of sending by post a "chaplain's circular" to the parent or nearest relative of each prisoner under age, one week before his or her discharge from the prison; copy of this circular read; table showing the good results produced

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produced by the practice in 1851 and 1852, *Hamilton* 1485. (*Ev. p.* 130.) 1495, 1496 ——Evidence generally with regard to the disposal of juvenile criminals upon their discharge from prison, *ib.* 1488. 1582-1586. 1610-1617. 1630, 1631—— Suggestion for preventing ill-disposed persons from meeting young prisoners at the gaol gates on the morning of their dismissal, *ib.* 1488, 1489——Circumstances under which it would be advisable to send a juvenile offender, on leaving gaol, to an industrial or reformatory institution, to be there detained "during her Majesty's pleasure," *ib.* 1583-1586.

Discipline. The discipline to be adopted in reformatory schools should combine correction with reformation, *Osborn* 217——Witness considers that the system at Red Hill is too indulgent for reformatory schools; but that a combination of that and of Parkhurst would act well, *ib.* 289-301——Opinion that children in reformatory schools should receive education, not punishment, for the purposes of their reformation, *Strickland* 781, 782——Parental care, rather than penal treatment, should be provided, *De Renzi* 1996—— It is very inexpedient to allow large meetings of the boys in the reformatories, *Williams* 2105——General willingness of children of the dangerous class to conform to the discipline of industrial reformatory schools, *Hill* 3143. 3144.

See also *Hard Labour. Prison Discipline. Reformatory and Penal Schools,* 5.

Disposal of Reformed Juveniles. Consideration of the best means of finally disposing of the boys; none should be kept after eighteen years of age, *O'Brien* 1006-1011. 1023. 1024. 1058-1065. 1071-1074. 1087-1092——Difficulty of properly providing for the well-conducted boys, who, on leaving the reformatory, have no friends, *ib.* 1007-1012. 1025——Importance of a proper disposal of children on leaving gaols, &c., *Field* 2377-2380——Diminution of the difficulties of disposal; openings produced by emigration, *Turner* 2823——The conductors of the reformatories should have power to place the children in situations, or in the army or navy, *Johnson* 3537-3540. 3545 ——Importance of making some provision by which offenders, whose term of imprisonment had expired, should be sent back to the place whence they came, *Berwick* 4118-4122—— Provision contemplated for children after their discharge from the reformatory institution; operations of the "Société pour le Patronage des Jeunes Libérés de la Seine" at Paris, *Connellan* 4268. 4271-4274.

See also *Chelsea School of Discipline,* 7. *Emigration. Quatt District Union School,* 4. *Tickets of Leave.*

District Penal Schools. See *Reformatory and Penal Schools.*

District Union Schools:

1. *Results of the Establishment of this Class of School, under the Act 7 & 8 Vict.*
2. *The Principles of the Act recommended to be extended.*

1. *Results of the Establishment of this Class of School, under the Act 7 & 8 Vict:*

Resolution that, from the expense attending the building of district schools under 7 & 8 Vict. c. 101, but few have been established; but that, where established, they have effected much good, *Rep.* iv.

Power given to Boards of Guardians, by Act of Parliament in 1844, to combine unions, within a certain area, into districts for the creation of district schools, *Tufnell* 2397-2401 —— Five schools have been formed in England under this statute, *ib.* 2402, 2403. 2439-2441——They are appropriated to destitute children under the age of sixteen, *ib.* 2404. 2506-2508——Satisfactory provision made for the education, &c., of the pauper children of a very large portion of the metropolis by the three district schools, *ib.* 2436, 2437 —— Relative cost per head per week in the North Surrey and the Central London Schools; the latter being much the larger, is not in proportion nearly so expensive, *ib.* 2438. 2443-2446, 2544.

About 1,200 children can conveniently be provided for in one school, *Tufnell* 2439-2442——The cost of maintenance, &c., of pauper children was formerly contracted for at 4 *s.* 6 *d.* per head per week; the contract was generally well performed, *ib.* 2468, 2469. 2481-2483——The education under the contract system was just the same as at present, *ib.* 2470——Disposal of the children on leaving the Central London School adverted to; satisfactory manner in which they afterwards conduct themselves, *ib.* 2471, 2472——The district schools receive pauper children only; objection to the reception of juvenile offenders, *ib.* 2486-2489.

After leaving the district schools the children rarely become paupers again, *Tufnell* 2490——How far there is any difficulty in the general disposal of the children; they generally leave by the age of fourteen, *ib.* 2493-2495. 2506, 2507——Manner in which the girls are employed in district schools, *ib.* 2496. 2510——As a general rule nothing is done in the schools for sale or profit; exception in the case of the North Surrey School, *ib.* 2499——Weekly cost of maintenance or food, *ib.* 2541-2552.

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2. *The Principles of the Act recommended to be extended:*

Resolution that it is expedient that greater facilities should be given to unions to combine for establishing such district schools, and that the Government should be empowered to assist, *Rep.* iv.

Recommended compulsory establishment of industrial district schools in connexion with the poor law, *Williams* 2138-2143. 2157-2163. 2173-2175——The maintenance should fall chiefly on the poor rate, *ib.* 2138, 2139. 2169——Class of persons to be admitted into the proposed district schools, *ib.* 2144-2149. 2156——Probable expenses per head in such establishments; portion to be assessed on parents, *ib.* 2150-2155——It is very desirable to repeal the restriction that children are not to be sent to these schools if their parents object, *ib.* 2404-2407. 2511. 2565——The expense of building is the main objection to the extension of district schools, *ib.* 2408-2412.

Advantages which would attend the establishment of such schools, *Tufnell* 2413 *et seq.* ——Desirability of such schools being at a distance from towns, and in localities where agricultural employment can be supplied, *ib.* 2435——The metropolitan district schools are no test as to the probable expenses of similar schools throughout the country, *ib.* 2447. 2466-2469. 2546-2552——Belief that there would be no direct economy in the formation of district schools, but that ultimately the parishes would be great gainers, *ib.* 2461, 2462. 2474, 2475——The cost of maintenance should be borne exclusively by the parish, *ib.* 2474-2476——There should be a considerable portion of land attached to each school, *ib.* 2478.

The expense hitherto in building district schools may be much reduced, *Tufnell* 2515-2519——Suggestion that it would be more economical and more effectual, if the chaplains of district schools were appointed also as chief masters and superintendents, than as at present under the masters, *ib.* 2519-2529. 2566-2568; 2603-2612——Remarks on what are termed the establishment charges, &c.; whether guardians generally might object to the expense of the new system, *ib.* 2553-2562——No inconvenience has hitherto resulted from different opinions among the guardians of the several unions, *ib.* 2564——There would be no difficulty in the working of the district schools as regards children remaining there for a short period, *ib.* 2572-2574. 2587-2592——The area or district to be included in a district school might extend over a radius of twelve miles, but this point should be regulated by convenience, *ib.* 2577-2586——Approval of the suggestion that power be given to the guardians to detain certain children for a longer period than at present, *ib.* 2593-2597.

Proposal for substituting district industrial schools for union schools, the Government contributing towards their erection, and with this view making the Acts 7 & 8 Vict. c. 101, and 10 & 11 Vict. c. 83, compulsory instead of permissive, *Jebb* 2869——Suggestion for giving a power of taking children who are neither brought under the Poor Law nor the criminal law, and securing their attendance at school, *ib,* 2869-2873——The industrial schools should be under effectual local jurisdiction, subject to the inspection of Government, *ib.* 2879——With respect to ratepayers generally deriving pecuniary advantages from the formation of district schools, witness contemplates a material reduction ultimately in pauperism from the working of such schools, *Whitmore* 2983. 2990-2993——Size of the contemplated district schools, *ib.* 3025-3027.

Importance of the establishment of district schools being rendered compulsory on the guardians; their present objections to such schools considered, *Whitmore* 3039-3044. 3065-3067——Suggestion as to the mode of assessing the cost of the children on the several unions whence they are sent to the district schools, *ib.* 3045——Suggestion that district schools be established over the whole kingdom, and that children now educated in workhouses be instructed therein, *Johnson* 3459-3462. 3553-3556——The district pauper schools recommended by witness, should be supported by parochial taxation, *ib.* 3527——The Poor Law Commissioners should have power to require guardians to maintain district schools when they had been established, *Berwick* 4126-4128——District schools for Roman-catholics and Protestants are not necessary; they might be united, *ib.* 4134——Extent to which the proposed schools should have a penal character, *ib.* 4135.

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Dram-drinking. See *Drunkenness.*

Drunkenness. The custom of dram-drinking is one cause that exceedingly increases the need for ragged schools in Scotland, *Guthrie* 591-593——Pernicious results, as regards children, arising from the drunkenness of parents, *De Renzi* 1896——Desirability of altering the character of the education of the lower classes as one means of preventing intemperance, *ib.* 1898——Considerable extent to which earnings are expended in spirituous liquors, &c., *Williams* 2223-2225——Drunkenness and the consequent neglect by parents of their children are the principal causes of children going astray, *Playfair* 4471, 4472.

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Dublin City. Statistical details of juvenile crime in Dublin, *Connellan* 4184——Very large number of commitments for vagrancy of children of ten years of age, *ib.* 4239-4241——Considerable extent to which the evil is aggravated by the bad arrangements of the workhouse authorities, *ib.* 4242——Usual lodging-places and amusements of the masses of children without parents or homes in Dublin; beneficial results of the ragged schools; special reference to the Lurgan-street school, *ib.* 4260-4264.

Return of the number of committals of juvenile prisoners committed to the Grange Gorman Female Prison under the Vagrant Act in the years 1850-52, showing their ages, where from, and sentences, *App.* 509——Return of the number of female convicts (juveniles) sentenced to transportation from the city of Dublin in the years 1850-52, showing their ages, where from, sentence, and how often imprisoned, *ib.*——Return of the number of male juvenile offenders committed to Richmond Bridewell in the years 1850-52, *ib.* 510, 511.

Dublin Metropolitan Police. Table showing the ages of juvenile persons discharged, summarily convicted, and committed for trial, for four years, 1849-52, as reported by the Dublin metropolitan police, *App.* 508.

Dumfries Prison. Statement for the years 1847-52, showing the total number of commitments to this prison, and the proportion thereof not exceeding fourteen years of age, *App.* 435, 436.

Dumfries Ragged Industrial School. Abstract of answers to queries sent to the secretary of the Industrial School, *App.* 437, 438.

Dundee Prison. Statement showing, for the years 1844-52, the total number of commitments to this prison, and the proportion thereof not exceeding fourteen years of age, *App.* 435, 436.

Dundee Ragged Industrial School. Abstract of answers to queries sent to the secretary of the industrial school, *App.* 437, 438.—— *See* also *Scotland.*

Durham County Penitentiary. Reference to the Durham County Penitentiary for females who have lost their character; it is supported by voluntary contributions, *Hamilton* 1491. 1523——A modification of the Mettray system of the "Table of Honour" has been adopted in the penitentiary with much success, under the name of the "Table of Merit;" difference between the practice of the two systems, *ib.* 1620-1624.

Durham Gaol. Evidence generally as to the system of treatment adopted in Durham Gaol towards juvenile offenders, *Hamilton* 1465 *et seq.*——Practice of sentencing to a different term of imprisonment each member of a gang of young persons associated in committing the same offence; benefits of this custom, which was adopted in 1848 at the suggestion of witness; principles of justice on which a distinction is made in the terms of the imprisonment, *ib.* 1466-1472. 1553-1561——Advantages of the practice of separating as much as possible the boys from the other male prisoners, and treating them distinctly from the men; further separation contemplated, *ib.* 1473, 1474. 1541. 1562-1569——Benefits of allowing the prison boys school instruction for two hours daily; they are also permitted to attend the Sunday school, *ib.* 1481. 1570.

Table showing the "probable fate" of 150 juvenile prisoners discharged from Durham Gaol in 1852; also the number of times that thirty of them were recommitted during the same period, *Hamilton* 1498, 1499. (*Ev. p.* 132)——Table showing the condition of juveniles when committed in 1852, *ib.* 1515——There are very few agricultural boys committed to Durham Gaol; large towns from which they come, *ib.* 1520-1522——Table showing the probable fate of 3,166 prisoners after their discharge from Durham Gaol in 1851 and 1852, *ib.* 1544.

Resumé of the excellent results produced by the general system adopted in Durham Gaol; table showing the progressive decrease of criminals under the age of twenty in each year from 1848 to 1852 inclusive, *Hamilton* 1550-1552——The boys will soon be kept perfectly distinct in every way from the adult prisoners, *ib.* 1562, 1563. 1567-1570——At present they are on the separate system, except when at school or work; their occupation when in the cells is that of picking oakum, *ib.* 1564-1566——Size of the Durham Gaol; daily average of the number of adult prisoners and juvenile offenders, *ib.* 2525-2528.

See also *Discharge of Prisoners. Girls. Religious Instruction. Spade Husbandry. Warders.*

Durham and Sunderland Refuge. Information relative to the Durham and Sunderland Refuge for discharged prisoners of both sexes; circumstances under which they are received and finally disposed of; manner of their occupation whilst in the refuge; expenses, &c., of the establishment, *Hamilton* 1486-1488. 1490-1494. 1497. 1500-1519.

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Durham and Sunderland Refuge—continued.

1542–1549——Account of a lad provided for by the refuge, as an illustration of the successful working of the institution, *ib.* 1511. 1513, 1514——Belief that the Durham Refuge has not been the means of inducing ill-disposed parents to abandon their children; it is a society perfectly unknown to the criminal class, *ib.* 1517–1519——Table showing the success of the institution in 1852, also the different ways in which the boys were disposed of; remarks thereon, *ib.* 1542–1544——Reference to the Durham Refuge as an institution productive of much good, *De Renzi* 1960.

Düsselthal (Prussia). Cost of maintenance of the inmates of the reform school of Düsselthal, with the number of children therein, *App.* 416.

Dwellings of the Lower Classes. Remarks to the effect that any measures which are calculated to improve the dwellings of the labouring classes will exercise a very important influence in the suppression of juvenile delinquency and of crime generally, *De Renzi* 1890–1894——Degraded and filthy condition of the dwellings of the lower classes in several parts of London, *Williams* 2211–2213. 2216–2221——Benefits anticipated from an improvement in the condition of the lodgings of the poorer classes, *Hay* 3644–3646. 3721.

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Earnings. It is desirable that a portion of the proceeds of the labour of the children in the contemplated reformatory institutions should be set apart for their future advantage, *Senior* 4671–4673.

Edinburgh. Desirability of having a local Act in Edinburgh, giving extraordinary powers with respect to vagrant children, as is the case in Aberdeen, *Guthrie* 388——Evidence as to the great number of children in Edinburgh in want of industrial education, *ib.* 497, 498. 535–538——Statement by Mr. J. Smith as to the expediency of finding provision for such children, *App.* 432–434——Diminution of juvenile offences in Edinburgh owing to the practice of summary punishment on the spot, *Turner* 2813.

See also *Scotland.*

Edinburgh Prison. Return of juveniles under the age of fourteen committed to this prison during the years 1847–1852, *App.* 434——Number of prisoners between fourteen and sixteen years of age during the five years 1848–1852, *ib.*——Statement showing, for the years 1846–1852, the total number of commitments, and the proportion thereof not exceeding fourteen years of age, *ib.* 435, 436——Return of juveniles under fourteen years of age committed to the prison in the six years 1847–1852, *ib.* 495——Similar return of the number of prisoners between fourteen and sixteen years of age in the five years 1848–1852, *ib.*——Letter from Mr. J. Smith to Mr. G. Bell, secretary to the Edinburgh original ragged schools, dated 28th December 1852, forwarding statistics of juvenile crime, *ib.* 495.

Edinburgh Ragged and Industrial Schools:

1. *Principles on which conducted; Benefits derived therefrom.*
2. *Mode of Admission.*
3. *System as regards Religious Instruction.*
4. *Diet and average Cost of the Inmates.*
5. *Other Particulars.*
6. *Papers laid before the Committee.*

1. *Principles on which conducted; Benefits derived therefrom:*

There are four ragged and industrial feeding schools in Edinburgh established in the same year, *Guthrie* 326–329——They are supported by voluntary contributions, *ib.* 332, 333——Opinion that the schools cannot succeed by voluntary efforts alone, *ib.* 497. 509, 510——Proposed mode of serving the ragged schools by means of the hospital funds, *ib.* 504, 505. 508——If the schools in Edinburgh were extended it would be desirable to have an industrial farm in the country, *ib.* 514–517.

A considerable portion of the children remain in the Edinburgh schools until some employment is found for them, *Guthrie* 389, 390——Favourable reports received of children who have left the school for the colonies or elsewhere, *ib.* 391, 479–493——Beneficial results of the ragged schools with regard to the diminution of mendicancy in Edinburgh, *ib.* 434——The results with respect to juvenile crime have been equally satisfactory; evidence generally in support of this opinion, *ib.* 435 *et seq.*

2. *Mode of Admission:*

Evidence generally relative to the mode of admission into the schools; schedule of questions to be answered before admittance read, *Guthrie* 334–340——Both boys and girls are admitted; the total number of children in the four schools in January 1852, was above 600, *ib.* 348–352——Witness prefers taking children at about six years old and keeping them till they are fourteen, *ib.* 358–360. 392, 393.

3. *System*

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3. *System as regards Religious Instruction:*

Evidence generally relative to the system adopted for the religious teaching of the children, *Guthrie* 394–433. 412, 413. 468–482——This teaching, as regards the children of Roman-catholics and Dissenters, is based upon the broad Catholic principles; Sectariansm is especially avoided, *ib.* 394, 395. 398 *et seq.*——Explanation as to the contemplated building of a church, and the compiling of a catechism to apply to children of all denominations, *ib.* 396, 397. 403–411. 424. 430——Nearly half the children in the school belong to Roman-catholic parents, but they, as well as the rest of the children, are at first of no religion at all, *ib.* 401, 402——The religious teachers are, generally, if not always, laymen, and are persons in whom the managing committee have perfect confidence, *ib.* 414–419.

The Roman-catholic priests alone raise any objections to the enlarged system of religious instruction pursued in the schools, *Guthrie* 420–429——There are no Roman-catholics on the Committee of Management, nor have their priests ever volunteered their services in any way, *ib.* 422. 427–433——Instance of Roman-catholic priests influencing parents to take away their children from the school; the parents themselves are perfectly indifferent on the subject of religion, *ib.* 424–426. 429. 432——Opinion that the absence of everything sectarian is essential to the good management and success of the schools, *ib.* 470, 471——Difficulty experienced in getting the children after leaving the schools to fix upon any form of religious worship, *ib.* 474–478.

4. *Diet and Average Cost of the Inmates:*

Particulars as to the diet of the children, *Guthrie* 344–346——The average cost per head in the schools witness is connected with, is from 5*l.* to 5*l.* 10*s.* per annum, *ib.* 353–356.

5. *Other Particulars:*

Daily routine of duties in the ragged schools, *Guthrie* 341–343——Particulars as to the staff of witness's school, *ib.* 361, 362——Nature of the employments of the children, *ib.* 382——They receive a good secular education, such as they would get in an ordinary school in the country, *ib.* 384——System of the dormitory established in witness's school; reasons for providing such accommodation for some of the children, *ib.* 363–376——Whipping is the only punishment resorted to in witness's school, and that only in cases of theft, *ib.* 385–387.

6. *Papers laid before the Committee:*

Copy of admission schedule of the ragged schools, *App.* 432——Letter to the Governors of George Heriot's Hospital, and circulated among the ministers of Edinburgh, respecting the Edinburgh ragged schools, *ib.* 432–434.

Particulars concerning the Edinburgh original ragged school, viz: Daily cost of food for each child, *App.* 439——Proportion of children who have a step father or step mother, *ib.*——Proportion who are orphans, *ib.*——Number and ages of children sent to school by the magistrate, *ib.* 440——Number of children in the school on 31 December 1849, and number admitted during the three years 1850-1852, *ib.*——Daily average number of children on the roll, showing the proportion absent sick, or absent without leave, *ib.*

Table showing what became of 476 children who left the original ragged industrial school during three years 1849-52, *App.* 441——Extracts from the Sixth Annual Report of the Edinburgh Original Ragged Industrial School, showing the number of children admitted, state of education, and purposes, &c., *ib.* 492–494.

Education. A wide extension of real education would correct the principal inciting causes to crime; witness agrees with Mr. Thompson and Chief Baron Pigot in their opinion of the necessity of making education compulsory, *Carter* 1237–1240——The boys in the contemplated reformatory institutions should be allowed at least two hours daily for school instruction, in addition to the time for chapel services, *Hamilton* 1576——Slight amount of school instruction recommended in the reformatory process; two hours instruction daily is too much, *Williams* 2112–2114——Distinction to be made in the character of the education provided for criminal and for pauper children, *Temple* 3377.

Table exhibiting the state of instruction among the juvenile prisoners in the gaols of England and Wales in the year 1849, *App.* 429.

See also *District Union Schools.* *Johnston, Keith.* *National Schools.* *Ragged Schools.* *Reformatory and Penal Schools.* *Workhouse Schools.*

Elizabeth Fry Institution, Hackney. The Elizabeth Fry Institution at Hackney is open to all classes of criminal girls; they are either brought before the committee at White Hart Court on their discharge from prison, and thence sent to the institution, or by an order they go thither direct from the prison, *Neave* 3989–3992——This institution could receive about thirty, but they are quickly drafted off to other institutions according to the nature of their crimes, *ib.* 3989–3993. 4000–4006——The selection of inmates is made by the lady visitors of prisons, assisted by the governor and chaplain, *ib.* 4007–4008. 4011–4017——Two-thirds are under sixteen years of age, *ib.* 4009.

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Ellis, Mr. See *Birmingham Reformatory Institution.*

Emigration. Witness strongly advocates the provision of a well-regulated channel of emigration as an incentive to the good conduct of the boys whilst in the proposed reformatory schools, *Osborn* 217——Emigration is the great point to which witness looks for the disposal of the children on their leaving the reformatories, *Osborn* 314-318. 805–808——Suggestion that the Emigration Commissioners should consider boys, on being properly certified, as fit for emigrants, without reference to their antecedents, *Carter* 1343, 1344——The boys should be finally disposed of by emigration, *De Renzi* 1957, 1958; *Nash* 1790–1793——Facilities should be given for the children's emigration which should be undertaken by Government, *Williams* 2197, 2198.

See also *Disposal of Reformed Juveniles. London Colonial Training Institution, Westminster. Tickets of Leave.*

Employment in Gaols. Table showing the mode in which the total number of juvenile offenders confined in the gaols of England and Wales were employed in the year 1849, *App.* 431.

England and Wales. Return of the number of criminal offenders under seventeen years of age, convicted at assizes, sessions, and summarily in England and Wales, with their sentences of imprisonment in the years 1847–1851, *App.* 443——Similar return for the year ending Michaelmas 1850, *ib.* 445——Return of the number of prisoners under seventeen years of age committed for trial, and convicted summarily in the several assize circuits in the year 1851, *ib.* 446, 447——Return of juvenile offenders under the respective ages of twelve, fourteen, and seventeen years, tried at assizes and sessions, and number summarily convicted in the years 1846–1851, *ib.* 444.

Expenses of Prosecutions, &c. Calculation made by witness of the expenses attending the prosecution, maintenance, and transportation of 115 boys who passed through Leeds gaol in the five years ending 11 October 1852; return delivered in, in elucidation of the same; loss occasioned to society by the depredations of these boys, *De Renzi* 1916–1921. (*Ev. p.* 169-170.) 1922.

Expenses of Reformatory Schools. Witness is of opinion that if the expenses of the reformatory schools are borne by the Government, they should be under Government control, and, if borne by counties or boroughs, under the magistrates, *Osborn* 281–288——The entire expense of children at reformatory schools, where a less expensive staff is necessary than at Parkhurst, should not be more than 12*l.* or 13*l.* per head per annum, *Strickland* 721–728——Witness considers that from this cost 10*l.* might be deducted as the average annual earnings of each boy at 8*d.* per day, *ib.* 728, 729.

See also *Cost of Buildings. Government Aid. Parkhurst Prison*, 3. *Quatt District, Union Schools*, 3. *Red Hill Philanthropic Farm School*, 4. *Reformatory and Penal Schools*, 4. *Voluntary Aid. Walls* (*Penal Schools*).

Experimental Institutions. Expediency of trying various experiments in reformatory schools before any one class is universally adopted; statement as to the general constitution of those recommended by witness, *Hill* 3147.

Exposure of Goods. The exposure of goods at shop doors is a great incentive to thieving, and should not be allowed, *Carter* 1267–1271; *De Renzi* 2003–2005——When a theft is attributable in part to a careless exposure of property, the owner should be required to pay part of the cost of the prosecution and imprisonment, *Hill* 3092.

F.

Factories. Evils of the practice of employing children in factories or elsewhere without the direct intervention of their parents; remedy suggested to prevent the children abusing their earnings, *De Renzi* 1988–1994.

FAMILY SYSTEM:

1. *Evidence in approval of the Family System in Reformatories.*
2. *Disapproval of the System.*

1. *Evidence in approval of the Family System in Reformatories:*

If the family arrangement or house system were more distinct at Red Hill, it would be an improvement, *Williams* 2094. 2109–2111——Great importance of individual superintendence in reformatory institutions; this would not be weakened under the house or family system, *ib.* 2109–2111——Instead of being placed in one large building, the boys should be distributed over a large surface, *ib.* 2201, 2202——The family system should be carried out by forming the building chiefly of clusters of cottages, to be superintended by married couples, *Hill* 3143.

Trial made at Red Hill of the family system (as pursued on the Continent); abandoned for the collective system, owing to the want of proper masters, but again returned to on the

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FAMILY SYSTEM—continued.

1. *Evidence in approval of the Family System in Reformatories*—continued.

the unfavourable results of that system being perceived, *Turner* 2736-2738——Principal reasons which influenced witness in urging a return to the family system, *ib.* 2756, 2757——The number of officers required in the family and collective system is relatively the same, *ib.* 2762——Period for which the collective system was pursued; trial that had been given to the family system previously; preference to be given to the latter, *ib.* 2765-2769.

2. *Disapproval of the System:*

Grounds for the opinion that the family system is not suited to English juvenile offenders, *O'Brien* 881-887.

Farm School System. Analysis of paper by Mr. Joseph Fletcher, on the farm school system of the Continent; viz.: Statistics of the numbers and treatment of criminal and pauper children (England and Wales), *App.* 402——Classificatioa of the home agricultural colonies of the Continent, for the treatment of the same classes, *ib.* 403——Fermes-Hospices of Flanders, *ib.* 404——Farm schools of Switzerland, *ib.* 405——Cost of maintenance in them, *ib.* 406——Their employment in reformatory discipline, *ib.* 407.

Farm schools for preventive and reformatory discipline in Germany and the Northern States of Europe, *App.* 408——Reform schools of rural industry in Wurtemburg, *ib.* 410——Religious and moral educatton in these schools, *ib.* 412——Industrial education in them, *ib.* 413——Resources, land, stock, and expenses, *ib.*——General results, *ib.* 414——Reform school of the Rauhen-Haus, near Hamburgh, and its normal school, *ib.*——Reform school of Dusselthal, in Prussia, *ib.* 416.

Reform schools and juvenile agricultural colonies of France, *App.* 417——Statistics of their economy, *ib.*——Enumeration of them, in the order of their institution, *ib.* 419——Comparison of their economy with that which is contemplated in Belgium, *ib.* 420——Asylums of Mesnil St. Firmin, Vaujours, Neuhof, and St. Nicholas, at Paris, *ib.*——Agricultural colonies of Belgium and Holland, *ib.* 422.

Condition and prospects of farm-school education in England and Wales, *App.* 422——Must first be developed in connexion with the pauper school, and not the day school, as mistakenly urged, *ib.* 423——Hints for the industrial departments of the ragged schools, *ib.* 424——Instances of a sound and vigorous commencement in the preventive education of pauper children, *ib.* 425——Conditions of its success, which is essential to the formation of a sound system of reformatory education for criminal children, *ib.*——Conclusions, applying the experience of the Continent to the guidance of English efforts, *ib.* 426——Statistics of the children and young persons receiving charitable relief, or under sentences of imprisonment, in England and Wales, *ib.* 427.

Feeding Schools. See *Industrial Feeding Schools.* *Ragged Schools.*

Fellenberg, Phillippe Emmanuel de. Particulars as to the school founded by him at Hofwyl, *App.* 405.

Female Children. See *Girls.*

Fenelon School Asylum, Vaujours (Seine et Oise). Particulars as to this institution, *App.* 421.

Fermes-Hospices (Flanders). Particulars as to the origin, present state, and cost of maintenance of this institution, *App.* 403, 404, 405.

Field, Rev. John, M.A. (Analysis of his Evidence.)—Has been for fifteen years chaplain to the Berkshire Gaol and House of Correction at Reading, 2305, 2306——Has had considerable experience on the subject of juvenile delinquents, 2308, 2309. 2367——Enumeration of the several causes of juvenile crime, 2310, 2311. 2316-2322——Calculations with respect to criminals in Reading Gaol in 1852, showing that the more gross and confirmed offenders commenced their career when very young. 2311-2314——Proportion of juvenile offenders in Reading Gaol in 1852, as compared with the whole number committed in that year; statement as to the parents and relatives of these children, 2314——The children are generally of the agricultural class, 2315——The separate system of treatment is adopted, 2320. 2349-2355. 2374.

Suggestion that parents be compelled to provide proper education for their children, 2323-2325——National schools and ragged schools, as at present provided and supported, are quite insufficient to meet the educational want, 2324——Proposal that all children entering on a criminal career be sent to industrial feeding schools, at the discretion of the magistrates; liability of parents for the maintenance of such children considered; mode of treatment, &c., to be adopted, 2326-2341——Evidence as to the most advisable system as regards children actually convicted of crime, 2342 *et seq*——There should at first be a period of separate confinement, regulated and adapted to the condition of the child; this should take place in a building attached to the contemplated reformatories, 2342. 2346-2363. 2393.

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Field, Rev. John, M.A. (Analysis of his Evidence)—*continued.*

There should be a power to detain each child till he was eighteen years of age, 2342-2345. 2381, 2382——Character of the instruction to be given during the period of separate confinement, 2342, 2349-2353——Approval of the adoption of the cellular school system during such period, 2349-2352——Opinion as to the uselessness of short imprisonments, 2356-2358——Suggestions relative to the pecuniary responsibility of parents for their criminal children in reformatories; how the same is to be enforced, 2364-2373——In case the parents cannot be reached, the parish should be liable, 2372, 2373——Approval of the suggested establishment of training ships, 2375, 2376——Importance of a proper disposal of children on leaving gaols, &c., 2377-2380——From Reading prison they are occasionally sent to Red Hill, 2377-2379——Partial approval of the institution proposed by Mr. Nash as a refuge for young criminals, 2380.

Explanation as to the system of religious instruction in Reading Gaol; it is not compulsory in any way, 2383, 2384——Beneficial results of the system of treatment generally, 2384——The sentence of hard labour is not carried out as an infliction on the body, 2384——Opinion as to the uselessness of subjecting adult or juvenile criminals to hard labour, &c., 2384-2392——It is equally useless to make prisons as disagreeable as possible generally, so as to produce deterrent effects, 2389, 2390——There is nothing deterrent in the idea of corporal punishment, 2391, 2392——Submission that no efforts to restrain or correct juvenile delinquency can be successful, unless based upon sound religious instruction, accompanied with moral and industrial training for a considerable length of time, 2394.

First Offences. Evidence relative to the proposed mode of dealing with juvenile offenders on first convictions, *De Renzi* 1930-1946. 2008-2010——In cases of first offences, the magistrate or judge should have a discretionary power to restore the child to his parents without punishment, *ib.* 1930-1946——In the event of the magistrate not thinking it desirable to restore the boy to his parents, he should commit him to prison for not less than six months, *ib.* 2010——Course proposed by witness to be pursued with boys convicted for the first time, who would not be sent to reformatories, *Turner* 2802-2810——Approval of this suggestion, *Jebb* 2875-2877.——*See* also *Imprisonment.*

Flanders. Particulars as to the origin, present state, and maintenance of the Fermes Hospices, *App.* 403, 404, 405.

Flash Dictionaries. Witness produces a flash dictionary, a book used much in low lodging-houses, &c., for training up thieves. *Nash* 1675-1677.

Fletcher, Joseph. Paper on the farm school system of education of the Continent, by Mr. Fletcher, laid before the Committee, *App.* 401.

Flogging. See *Corporal Punishment. Whipping.*

France. Discretion exercised by the magistrates in France on the subject of determining a child to have acted sans discernement; every child sent to Mettray has been determined to have acted sans discernement, *Turner* 2779-2784——Course pursued in regard to criminal children not determined to have acted sans discernement, *ib* 2784-2786——Remarks on a Report, put in by witness, of the Committee of the Chamber du Deputés on juvenile crime; projet du loi with which it concludes, *ib.* 2786, 2787.

Particulars of the reform schools and juvenile agricultural colonies of France; their number, extent of land, number of inmates, *App.* 417——Statistics of their economy, showing the cost of food, clothing, &c, *ib.*——Tabular enumeration of these institutions, showing the department, date of foundation, religious denomination, population, *ib.* 419——Other particulars, *ib.* 420-422.

Copy of the 66th, 67th, 68th, and 69th Articles of the Code Penal of France, and translation thereof, *App.* 442——Report on the system of "La Colonie Agricole," at Mettray, *ib.* 460-479——Short notice of the system pursued at La Roquette Prison, Paris, *ib.* 469——Report of the Special Committee, appointed by the National Assembly of France to consider the treatment of juvenile offenders, *ib.* 470-477.

Fry, Mrs. Elizabeth. See *British Ladies Society. Elizabeth Fry Institution, Hackney.*

Fry, Katherine. See *Neave, Caroline, and Katherine Fry.*

G.

Galway Agricultural School. Remarks on the state of this school, *Berwick* 4081, 4082.

Gaols, &c. (Ireland). Number of gaols in Ireland; number of single cells, and total number of beds, *Connellan* 4179——Present state of accommodation as affecting juvenile offenders, *ib.* 4181, 4182——Necessity for legislation with regard to the gaols and bridewells, *ib.* 4189, 4190. 4227——Mode of education of children in the Irish prisons, *ib.* 4257-4259——Particulars of various farm schools for preventive and reformatory discipline in Germany and the northern states of Europe, *App.* 408, *et seq.*

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Tables illustrative of the prison history of male juvenile offenders under seventeen years of age living in Bath, showing the effects of the present system on their subsequent life, *Osborn Ev. p.* 2——Estimates of the expenses incurred by the present mode of dealing with juvenile offenders, *ib. p.* 27, 28.

Return of juveniles under fourteen years committed to the prison of Edinburgh for the six years 1847-1852, *App.* 434——Similar return of prisoners between fourteen and sixteen years committed to the same prison during the years 1848 to 1852, *ib.*——Statement showing the commitments of adult and juvenile prisoners to various prisons in Scotland in the periods stated, *ib.* 435.

Return of the number of criminal offenders under seventeen years of age, who have been convicted at the assizes, sessions, and summarily in England and Wales, with their sentences of imprisonment in the years 1847 to 1851, *App.* 443——Similar return for the several counties in England and Wales in the year 1849-50, *ib.* 445——Return of the number of prisoners under seventeen years of age committed for trial, and convicted summarily in the several assize circuits of England and Wales in the year 1851, *ib.* 446, 447——Letter addressed to the town council and select vestry of the borough of Liverpool upon juvenile crime, by Edward Rushton, stipendiary magistrate, *ib.* 448-450.

Table showing the ages of juvenile persons discharged, summarily convicted and committed for trial for four years 1849-1852, as reported by the Dublin metropolitan police, *App.* 508——Return of the number of juvenile prisoners committed to the Grange Gorman Female Prison, Dublin, in the years 1850-1852, showing their ages, where from, and sentence, *ib.* 509——Similar return of juveniles committed for felony and misdemeanors during the same period, *ib.*——Similar return of female convicts sentenced to transportation from the city of Dublin in the same years, *ib.*——Return of the number of male juvenile offenders committed to Richmond Bridewell (Dublin) in the years 1850-1852, *ib.* 510, 511——Particulars in elucidation of the foregoing returns, *Connellan* 4545-4550. 4555, 4556.

Report of the Special Committee appointed by the National Assembly of France, to consider the treatment of juvenile offenders, *App.* 470-477.

Juvenile Offenders Act. The treatment of children brought before magistrates has not been more lenient since the passing of the Juvenile Offenders Act, *Johnson* 3561.

Juvenile Offenders Bill, 1850. Extracts from a Bill prepared by witness and Mr. Headlam, and brought into the House of Commons in 1850, for the correction and reformation of juvenile offenders and the prevention of juvenile offences; commentary in elucidation thereof, *Milnes* 2641-2647——Argument showing that the system of juvenile reformation contemplated by witness, is not likely to operate as a premium to crime, *ib.* 2645——Circumstances under which the Bill introduced by witness was withdrawn on the second reading, *ib.* 2646——Modifications suggested in the Bill brought in by Mr. Milnes and Mr. Headlam in 1850, *Turner* 2796.

Copy of the Bill laid before the Committee by Mr. R. M. Milnes, *App.* 456-459.

K.

KNELLER HALL TRAINING INSTITUTION:

1. *Purposes for which established; Inconvenience arising from the Non-fulfilment of the original Plan.*
2. *Particulars as to the Admission, Training, and Disposal, &c., of the Students.*
3. *Objection to Teachers being trained at Red Hill, instead of at Kneller Hall.*

1. *Purposes for which established; Inconvenience arising from the Non-fulfilment of the original Plan:*

The Kneller Hall Institution was founded for the express purpose of obviating the difficulty of procuring suitable teachers for criminal and pauper children, *Sandford* 2690; *Temple* 3340-3342——The original plan of the institution was that there should be a large training school, and, attached to it, a pauper school and a penal school for children, which might serve as practising schools for the students, *Temple* 3342. 3349——Inconvenience arising from there being neither a penal nor a paper school attached to the institution; importance of both being formed in one locality, as a means of study for young masters, *ib.* 3349-3354. 3362-3369. 3374-3396. 3403-3409. 3420-3423——Unless pauper and penal schools are formed at Kneller Hall, the original objects of the institution will be entirely defeated, and the expenditure hitherto incured will not produce any adequate results, *ib.* 3421——The masters trained at Kneller Hall are intended for workhouses and prisons, but would answer very well as superintendents in reformatory institutions, under the chaplain or head master, *Tufnell* 2618-2624.

2. *Particulars as to the Admission, Training, and Disposal, &c., of the Students:*

Students are admitted at any age after seventeen, *Temple* 3343——There are now fifty-five students at Kneller Hall, seven having been lately sent to take charge of different schools, *ib.* 3344——The minimum time for which they remain is one year; witness, as principal of the institution, has a discretionary power as to the probationary period, *ib.* 3345——There are generally candidates enough to fill the institution, *ib.* 3346——Distaste naturally felt by the students for the masterships of workhouse schools; disappointment arising from the non-formation of district union schools, to provide superintendence for which was one of the primary objects of the institution, *ib.* 3346-3348——Evidence as to the system of training undergone by the students, *ib.* 3348-3355——The students now practise the art of teaching in a small parochial school, built for the children of the neighbouring village of Whitton, *ib.* 3349, 3350——How far the students at Kneller Hall are fitted to undertake the management of juvenile offenders, *ib.* 3361-3371.

Moral obligation imposed upon the students to take charge only of certain descriptions of schools; out of twenty-two students sent from the institution, only two have failed to keep this pledge, *Temple* 3399-3402——Nature of the practising schools, both penal and pauper, contemplated by witness as most suitable for Kneller Hall; how they are to be supplied, *ib.* 3405-3409. 3415-3418——Return of the twenty-two students already sent out of Kneller Hall, showing their present employments, *ib.* 3414——Course taken at Kneller Hall to ascertain the fitness of persons applying to enter the institution as students, *ib.* 3397, 3398——It is not advisable to punish young men at Kneller Hall who are being trained for masters, by sending them into the field to labour, *Tufnell* 2625, 2626.

3. *Objection to Teachers being trained at Red Hill instead of at Kneller Hall:*

Consideration of the suggestion that students be sent from Kneller Hall to Red Hill, there to study the teaching of criminal children; in the alternative of no penal school at the former institution witness would approve of this plan, *Temple* 3362-3373. 3378-3387. 3403-3413——The establishment of a penal school at Kneller Hall would be much more effectual for training masters for reformatory schools than the training which they might undergo at Red Hill, *ib.* 3363, 3364. 3420-3423——Objection to students being exercised in penal schools at Red Hill or elsewhere, as an obstacle might thus be opposed to the formation of a penal school at Kneller Hall, *ib.* 3378-3384——Circumstance

of

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KNELLER HALL TRAINING INSTITUTION—continued.

3. *Objections to Teachers being trained at Red Hill, &c.*—continued.

of the Committee of Council on Education having declined to grant a request that students for the masterships of penal schools might be trained at Red Hill; prejudice which might result to Kneller Hall if this request had been acceded to, *Temple* 3381-3387. 3410-3413.

L.

Land. Space of ground sufficient for the accommodation of 300 boys at an industrial and penal reformatory institution, *Williams* 2106-2108——Witness is favourable to reformatory establishments having land attached to them, *Turner* 2833, 2834.

See also *Agricultural Training.*

Leeds. The lodging-house system in Leeds has not been so productive of evil as is stated to be the case in the metropolis, *De Renzi* 1888——Number of public-houses in Leeds, *ib.* 1905——Evils resulting in Leeds from the congregation of boys in the markets, *ib.* 2006, 2007.—— *See* also *Denison, Mr. Beckett. Girls.*

Leeds District Union School. Reference to the district industrial feeding school at Leeds, as being a substitute for a union pauper school, *De Renzi* 1983-1987.

Leeds Gaol. Attention drawn to a return prepared by Mr. De Renzi showing the enormous expense of maintaining 115 juvenile offenders in the Leeds Prison for a certain period, *O'Brien* 1121-1124.

In Leeds Gaol the separate system of treatment is adopted, with, however, considerable modifications, *De Renzi* 1914——Mode in which religious instruction is given, *ib.* 1915——Return of the male prisoners under seventeen years of age committed to Leeds Gaol in the year ending 10th October 1848, showing their subsequent committals during the four following years; also the amount of imprisonment undergone by each offender, and the aggregate of the various terms of imprisonment of all the offenders; also the number transported and the aggregate of their several terms of transportation; remarks on this return, *ib.* 1917. 1921. (*Ev. p.* 168, 169.) 1923-1925——Tabular statement delivered in, giving full particulars relative to forty-two prisoners under seventeen years of age in Leeds Gaol on 1st March 1853, *ib. Ev. p.* 177, 178.

See also *Expenses of Prosecutions.*

Legislation. Particular occasions on which public attention has been directed of late years in either House of Parliament to the treatment and reformation of juvenile offenders, *Milnes* 2641, 2642——Belief that the present time is favourable for legislation, and that the apathy hitherto felt has at length begun to give way; causes to which such apathy is attributable, *ib.* 2646——Remarks to the effect that any measure for the establishment of juvenile reformatories to be really effective must be compulsory, *ib.* 2649.

Suggestions as to the legal enactments that would be necessary for the purpose of establishing reformatory institutions generally, *Adderley* 3771——Grounds for the opinion that sufficient public interest has been manifested to demand immediate legislation on the subject of juvenile reformatories, *ib.* 3775. 3780-3785——The description of legislative enactment most to be recommended for a general scheme of refuges would be a local Act connected with a general Act, *Playfair* 4446-4449.

Copy of a Bill for the correction and reformation of juvenile offenders and the prevention of juvenile offences; laid before the Committee by Mr. R. M. Milnes, *App.* 456-459.

See also *Bail. District Union Schools. Pauper Children. Poor Law Board. Reformatory and Penal Schools. Vagrancy Act. Workhouse Schools.*

Liability. Manner in which the legal chargeability should be provided for in cases where children were committed to penal schools for workhouse offences, *Berwick* 4097-4100——How far the same principle might be extended to children committed to gaols for slight offences, *ib.* 4101——The present Irish poor law statutes would enable the chargeability of the maintenance on the local rates to be carried out; the charge should be localised as far as possible, *Senior* 4666-4668.

See also *County Liability. Magistrates. Parents. Parish Liability.*

Lippe. Reformatory school possessed by this principality at Ehrsen, *App.* 409.

Listowel Bridewell (Kerry). Passage from the prison inspector's report on the state of this bridewell read, *Connellan* 4559.

Liverpool. Attention drawn to the subject of juvenile delinquency in Liverpool by Captain Williams a few years ago; statement of facts prepared by the magistrates; active proceedings of the late Mr. Rushton in the cause adverted to, *Carter* 1192-1200——In consequence of a letter of Mr. Rushton, a reformatory institution for juveniles was projected on his plan, and certain preliminaries were arranged; causes of the non-completion of this institution, *ib.* 1201-1234——The Act 3 and 4 Vict. c. 90, called Lord Cottenham's

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Liverpool—continued.

ham's Act, for the care and education of infants convicted of felony, has been tried in Liverpool in the case of two girls whom it was sought to transfer to a reformatory institution for female adults, called the County House of Refuge; but from the difficulty of finding persons to become their guardians as required by the Act, this object could not be accomplished, *Carter* 1209-1234——Mr. Rushton's plan was founded on this Act, *ib.* 1233, 1234——Total number of juveniles committed last year in Liverpool, and number convicted of larceny, *ib.* 1301——The criminal children come from every class of school, and many have not been at school at all, *ib.* 1404-1406.

Letter addressed to the town council and select vestry of the borough of Liverpool upon juvenile crime by the late Mr. Rushton, stipendiary magistrate, *App.* 448-450—— Petition of the magistrates of the borough on the subject of juvenile crime, *ib.* 451-454.

See also *Carter, Rev. Thomas.* *Irish Children.* *Mercantile Marine.* *Public Houses.* *Training Ships.*

Liverpool Gaol. The Liverpool gaol, originally intended for less than 400 prisoners, has had at one time nearly 1,200; a larger gaol is in course of erection, *Carter* 1187-1191.

See also *Religious Instruction.*

Loans. Facility with which money might be raised, either to build new gaols or to add to existing ones, *Connellan* 4229-4232.

Local Management. Grounds in support of witness's opinion that local management is preferable to direct Government control, *Guthrie* 499-503. 513——Recommendation that the reformatory schools should be placed under local responsibility with Government inspection, *Strickland* 758, 759——Paucity of the elements for good local government in Ireland, *Senior* 4598——Power of inspection suggested to be left in a committee of magistrates, *ib.* 4599——Proposed powers of the local resident governor, *ib.* 4600.

See also *Committees of Management.* *Expenses of Reformatory Schools.*

Locality of Reformatory Institutions. See *Reformatory and Penal Schools*, 3.

Lodging Houses:

1. *Present Management, &c. of Common Lodging Houses; Evils attributed to their Agency.*
2. *Suggestions for their future Regulation and Supervision.*

1. *Present Management, &c. of Common Lodging Houses; Evils attributable to their Agency:*

Definition of a common lodging-house in the metropolitan police district, *Hay* 3647-3649——Expediency of stringent regulations as regards non-registered lodging-houses which are at present to a great extent inaccessible to the police, *Williams* 2248-2251. 2257-2289——Correction of evidence given on a former occasion as to lodging-houses; these plans are almost without exception registered, but the police have no power of interference with the inmates, *ib.* 2913, 2914——As one of the commissioners of metropolitan police, witness exercises authority over the common lodging-houses in the metropolis, *Hay* 3585-3594. 3608——Satisfactory manner in which the inspection is performed by the police; it is frequently made at night, *ib.* 3605-3608. 3621, 3622. 3697-3701. 3705——Punishment inflicted by the magistrates after a second or third conviction, *ib.* 3654, 3655.

Number of houses reported upon by the police, the occupiers of which have been served with notice; number in the district not coming within the Act, *Hay* 3659, 3660——The majority of these houses are kept by Irish of a very low class, *ib.* 3599-3601——Rate of payment charged for common lodgings, *ib.* 3628. 3651-3653——Mode in which licences are now granted, *ib.* 3633-3638——About 70,000 persons habitually live in the common lodging-houses in the metropolitan police district, *ib.* 3656-3658. 3696-3705——The destruction of the poorer class of houses in St. Giles's caused a temporary increase in the occupants of other lodging-houses, *ib.* 3706-3708.

Witness has had charge more especially of the common lodging houses since the passing of the Act for their better regulation; he coincides entirely with the evidence given by Captain Hay, *Reason* 3723-3725.

Considerable amount of juvenile delinquency attributed to the agency of common lodging-houses; suggestions for a remedy of this evil, *Nash* 1670-1681. 1794-1812; *Williams* 2227-2289——Anxiety of juvenile offenders to live in lodging-houses, *Williams* 2225——Number of children, mendicants, or thieves, living in common lodging-houses in the metropolis district; return thereof, &c. *ib.* 3597, 3598. 3656-3660——Witness is not aware of the existence of any lodging-house established for the reception of children in order that the occupiers of the house may send them out to steal, nor of any house kept by convicted or known thieves, *ib.* 3611-3623.

State

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Lodging Houses—continued.

1. *Present Management, &c. of Common Lodging Houses, &c.*—continued.

State of common lodging houses within the metropolitan police district for the week ending 10th April 1853, *App.* 491:

2. *Suggestions for their future Regulation and Supervision:*

There should be a more strict supervision of common lodging-houses, *Carter* 1267—— The low lodging-houses of London are a great cause of juvenile delinquency; suggestion that no boy under sixteen years of age be allowed to sleep therein, *Nash* 1670–1681. 1794–1812——There should be a greater power of control and inspection vested in the police, *Williams* 2227. 2238. 2254–2260. 2281–2289——A register should be kept by the owner of the lodging-house of all persons entering therein; practicability of this recommendation considered, *ib.* 2228, 2229. 2233–2240. 2261——Penalties should be inflicted on lodging-house-keepers who knowingly harbour criminal boys, *ib.* 2229, 2230 ——If possible, boys should not be allowed to sleep in them at all, *ib.* 2231. 2247—— Those houses where boys and girls only are received should be suppressed altogether, *ib.* 2240, 2241. 2251.

How far inconveniences might result from preventing children resorting to lodging-houses to sleep, *Nash* 1799–1806; *Williams* 2245–2247. 2262–2265. 2268, 2269—— Inexpediency of any attempt to keep a register of the occupants of the common lodging-houses, *Hay* 3609, 3610——Suggestion that, before a lodging-house-keeper be allowed to register, he be compelled to produce satisfactory testimonials of his character, *ib.* 3624–3627. 3632——Recommendation that the magistrates have power to take the licence from the lodging-house keeper after two or three convictions for offences, *ib.* 3629–3631 Statement (as opposed to evidence by Captain Williams), that in the metropolitan district there is not a single lodging-house established for children exclusively, *ib.* 3595, 3596. 3619, 3620.

See also *Model Lodging Houses.*

Lodging Houses Act. The London lodging-houses have been improved by the late Act (14 & 15 Vict. c. 28) in point of cleanliness, and in being less crowded, but their moral character is as bad as ever, *Nash* 1808–1812——Non-extension of the Act to the city adverted to, *ib.* 1812–1814——The recent Act has had a beneficial effect on the cleanliness, and, to some extent, on the morality of the metropolis lodging-houses, *Williams* 2232. 2242–2244. 2248–2253——Necessity for all common lodging-houses being registered under the Act, *Hay* 3588–3591——Considerable benefits resulting from the operation of the Act, *ib.* 3602–3604——Necessity of an increased police force to superintend the proper execution of the Act, *ib.* 3639–3643——Increase in the number of houses consequent on the regulations of the Act restricting the number of occupants in each, *ib.* 3650. 3708, 3709——The common lodging-houses Act has been received without much unwillingness or opposition, *ib.* 3692, 3693——It is very expedient to include the city within the operation of the present Act, *ib.* 3711–3714.

London Colonial Training Institution (*Westminster*). Information relative to the institution presided over by witness; discharged criminals from sixteen to forty years of age are admitted on expressing an anxiety to reform; details as to the system of probation and training adopted; great success of the same; final disposal of the inmates by emigration, *Nash* 1682. 1738, 1739. 1754–1759. 1765–1793——More than 3,000 applicants are yearly refused admission for want of space; the institution holds 100 inmates; none are retained longer than twelve months, *ib.* 1682. 1754, 1755. 1770——Anxiety of reformed criminals in witness's institution to go to Australia, or to any place distant from London, *ib.* 1786–1789.

Lords' Committee, Sess. 1847. Report of a Committee of the House of Lords on the subject of juvenile delinquency, &c., in 1847, adverted to; important recommendations contained therein, *Milnes* 2641.

Lurgan Street (*Dublin*) *Ragged School.* Particulars as to this school, *Connellan* 4261–4264.

M.

Magistrates. Resolution that the summary jurisdiction with respect to criminal children, given to magistrates by 10 & 11 Vict. c. 82, has had a beneficial tendency as far as it has been exercised, *Rep.* iv.

Considerable discretionary power should be given to the magistrate or judge as to the period of the detention of children in reformatory establishments, *Osborn* 217——Power should also be given to the magistrates to levy the cost of maintenance whilst in these schools upon the parents and parishes where it is possible to do so, *ib.* 217–230——Opinion that full power should be given to magistrates or judges to send children in *statu pauperis* or in a destitute condition, under the age of sixteen, to these reformatory schools, and to

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detain them there till they arrive at that age, *Osborn* 217-230——Witness considers that an alteration in the law is necessary to enable magistrates and others to send juvenile delinquents to reformatory schools such as Red Hill and Stretton-upon-Dunsmore instead of to prison, *Strickland* 685-687.

Proposal that in certain cases the magistrates shall have power to amerce the district in which the offender has a settlement for his maintenance in the establishment, *O'Brien* 986. 991-996. 1026-1033. 1069. 1070. 1072-1082. 1114-1120——Consideration of the proposal that judges at sessions and assizes have power to commit juvenile offenders to a penal school, for detention there till they arrive at the age of eighteen, without reference to the age at which such detention commences, *ib.* 1020-1024. 1058-1062. 1083-1103——Discretion proposed to be vested in the magistrate as to the amount of responsibility of the parent, &c., *Carter* 1347-1349. 1359. 1376-1412; *Hill* 3097-3101. 3108-3114; *Johnson* 3543.

Power should be given to magistrates to commit boys, under the Juvenile Offenders Act and the Vagrant Act, for a longer period than the law at present allows, *Hamilton* 1576-1581——Suggestion that magistrates have power to send destitute children to ragged schools, and to compel their parents to pay for their maintenance and education therein, *ib.* 1635——Discretion to be vested in magistrates to send to the district industrial schools children guilty of very slight offences, *Williams* 2145. 2164-2168.

Propriety of large discretionary powers being placed in the hands of the magistracy; means of meeting the cases of boys acting *sans discernement* thereby provided, *Jebb* 2873-2878. 2891, 2892——Degrees of criminality which witness contemplates as determining the institution to which juvenile offenders should be sent; discretion proposed to be left in the hands of the magistrate, *ib.* 2891-2896. 2899-2912——Power proposed to be vested in magistrates to send children under twelve years of age guilty of a first offence to the proposed district union schools, *Johnson* 3463-3467. 3562——Power of appeal being given against the decision of the magistrate adverted to, *ib.* 3546, 3547.

See also *Bail.* *Committees of Management.* *Period of Detention in Reformatory Schools.* *Vagrants and Mendicants.*

Maintenance. See *Expenses of Reformatory Schools.* *Reformatory and Penal Schools,* 4.

Mallow Union Workhouse. Approval of the manner in which this workhouse is conducted; instruction in trades given to orphan children, *Berwick* 4133. 4160——Cost of maintenance, clothing, &c., of children, *ib.* 4172.

Management of Reformatory Institutions. See *Committees of Management.* *Government Control.* *Local Management.*

Manor Hall Institution, Chelsea. Girls above the age of thirteen go to Manor Hall, which is an institution having the same object as the Chelsea School of Discipline, but for older girls and women; they are seldom admitted under sixteen years, *Neave* 3799-3800——Fifty is the greatest number admitted at Manor Hall, *ib.* 3803——Witness founded the Manor Hall Institution; in a few instances children have been transferred from the School of Discipline to Manor Hall when too old for the former and unprovided for otherwise, *ib.* 3951-3967.——See also *Chelsea School of Discipline,* 7.

Marine Store Dealers, &c. It is very desirable to prevent all dealings between children and marine store dealers, *Hamilton* 1633, 1634——Suggestion that marine store dealers be prohibited from dealing with children apparently under sixteen years of age, under a penalty of 5 *l.*, *Williams* 2290-2301——Desirability of more effective control being exercised over marine storedealers and lodging-houses, and still more over the singing rooms and small unlicensed play-houses, *Turner* 2827. 2854, 2855.

Masters. Difficulty anticipated in obtaining masters for reformatory establishments *Osborn* 271, 272——Remarks as to the proper parties to superintend the instruction of the boys, *Strickland* 792-795——Difficulties in the way of obtaining properly qualified masters; class of persons most suitable; belief that in course of time they will be easily obtained, *Williams* 2115-2131; *Johnson* 3501, 3502——Great importance of properly qualified masters, in carrying out a national system of juvenile reformatories, *Temple* 3338, 3339——Opinion that pauper and penal schools attached to training schools are indispensable to the efficient preparation of masters, *ib.* 3420-3423.

Suggestion that all masters of district union schools should have certificates from normal schools, *Tufnell* 2465——Statement of the maximum and minimum salaries of masters in workhouse schools, *Temple* 3419.

See also *City Missionaries.* *Kneller Hall Training Institution.* *Teachers.*

Meals. Suggestion that children, whose parents are absent from home during the day, be provided with their meals at school, in order to prevent their wandering about the streets unnecessarily, *De Renzi* 1895, 1896.

Mecklenburg, Duchy of. Reformatory school, erected by, at Rostock, *App.* 409.

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Mendicancy. Occasional begging from destitution should not be treated as a crime, and no judge nor bench of magistrates should have power to commit children to gaol for such a conventional offence, *Berwick* 4174——Mendicancy and vagrancy, though both great social evils, have been rendered infinitely worse by making them crimes, *Connellan* 4238——There is no instance of resistance to the operation of the law of mendicancy on the part of the Roman-catholic clergy in Ireland, *Senior* 4591, 4592——How far an attempt should be made to take hold of the children engaged in mendicancy, and to give them such an education as to fit them for hereafter obtaining their livelihood, considered, *ib.* 4657-4663.——*See* also *Vagrants and Mendicants.*

Mercantile Marine. Twelve years ago the town council of Liverpool voted a sum of 100 *l.* towards apprenticing boys coming out of gaol to the merchant marine service, but the system could not be carried out at the time, shipowners and captains being disinclined to take them; they would now however be taken after a short service on board a training ship, *Carter* 1280-1286——Facility at Durham of disposing of boys by sending them to sea, &c., after their discharge from prison, *Hamilton* 1546-1549. 1615-1617.

Mesnil-St.-Firmin Agricultural Colony. Particulars as to this institution, *App.* 420.

Metropolitan Police District. State of common lodging-houses within the metropolitan police district for the week ending 10th April 1853, *App.* 491——Report of common lodging-houses in which cases of fever or contagious diseases have occurred during the same week, *ib.*——*See* also *Lodging Houses.*

Mettray Institution. Remarks relative to the establishment at Mettray, in France; it is more of a military than a reformatory school, *Osborn* 273-280——Opinion that at Mettray they go too much upon the sentiment d'honneur, as it is called, and do not instil sound principles into the boys, *O'Brien* 872-880——A further objection to Mettray is the family system, and the too great familiarity existing between the prisoners and the officers; remarks in support of this objection, *ib.* 881-887——Purposes for which the Mettray Institution was founded; class of children dealt with there, as well as in similar continental institutions, *Hamilton* 1644-1647——Reference to the institution at Mettray, as showing how the expenses decrease as the inmates increase, *Tufnell* 2442.

Reference to a report drawn up by witness in 1846, in conjunction with Mr. Paynter, the police magistrate, upon the institution at Mettray, *Turner* 2770——There are no salaries at Mettray; the inferior officers only receive wages; expense of religious instruction, *ib.* 2771——Total expense of surveillance and average per head, *ib.*——Also of food and clothing, *ib.*——Slight and inexpensive character of the clothing, *ib.*——Amount of the Government payment to Mettray, *ib.* 2773——Profits of the farm and workshops; extent of the land under cultivation, *ib.*——Every boy received at Mettray is a convict from the Court of Assize, *ib.* 2778——Provision made for the incorrigible and hopeless, *ib.* 2825——Annual amount of the earnings of each boy, *Connellan* 4196.

Report on the system of "La Colonie Agricole," at Mettray, delivered in by Mr. Turner, *App.* 460-479.

See also *France.*

Middle Classes. See *Upper and Middle Classes.*

Millbank Prison. All juvenile prisoners under sentence of transportation are in the first instance committed to Millbank, and remain there for a short period, *Groves* 2691. 2693. 2695——They are thence drafted off to Parkhurst, or to the Red Hill institution, *ib.* 2694-2697——The separate system is adopted in Millbank, but is not applied to children under fourteen years of age, *ib.* 2724, 2725——*See* also *Tickets of Leave.*

Milnes, Richard Monckton (Member of the Committee). (Analysis of his Evidence.)—Circumstances which first attracted witness's attention to the subject of juvenile delinquencies, 2638, 2639——As regards penal treatment, England is the only country where no difference is made between the faults of the child and the crimes of the adult, 2638——The presence of so many children in our prisons is a proof of the inefficacy of the present system of treatment adopted towards them, 2638, 2639——Part taken by witness in the removal of the Philanthropic Society to Red Hill; reference to Mr. Sydney Turner as having been a main instrument in infusing public utility into this institution, 2640——Particular occasions on which public attention has been directed of late years in either House of Parliament to the treatment and reformation of juvenile offenders, 2641, 2642——Report of a Committee of the House of Lords on the subject in 1847, adverted to; important recommendations contained therein, 2641——Reference to a memorial presented to the Home Department in 1850, by fifty of the chaplains of the principal gaols throughout the country, praying for immediate legislation, 2641.

Extracts from a Bill prepared by witness and Mr. Headlam, and brought into the House of Commons in 1850, for "The Correction and Reformation of Juvenile Offenders and the Prevention of Juvenile Offences;" commentary in elucidation thereof, 2641-2647——Witness especially urges on the Committee that children should be committed to prison as rarely as possible, 2643——And that parents be compelled to contribute

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Milnes, R. M. (*Member of the Committee*). (Analysis of his Evidence)—*continued.*

towards the expense of their children in prison, 2643——Opinion that the State should contribute equally with the county-rate to the proposed reformatories, 2644——Argument showing that the system of juvenile reformation contemplated by witness is not likely to operate as a premium to crime, 2645.

Belief that the present time is favourable for legislation, and that the apathy hitherto felt has at length begun to give way; causes to which such apathy is attributable, 2646——Circumstances under which the Bill introduced by witness was withdrawn on the second reading, 2646——Importance of individuals urging the matter on Government; the co-operation of the latter being indispensable to the production of advantageous results, 2646——How far Government or local superintendence is the more desirable for the contemplated reformatory schools, 2648——Remarks to the effect that any measure for the establishment of juvenile reformatories to be really effective must be compulsory, 2649.

[Second Examination.]—Witness, as requested by one of the chaplains of the Wakefield House of Correction, delivers in a letter addressed by him to one of the inspectors of prisons on the subject of juvenile crime, 3149, 3150.

Milnes, Mr. Copy of a Bill prepared by Mr. Milnes and Mr. Headlam for the correction and reformation of juvenile offenders, and the prevention of juvenile offences, *App.* 456–459——Paper delivered in by Mr. Milnes from the chaplain of Wakefield House of Correction relative to juvenile crime, *ib.* 487.

Model Lodging Houses. Recommended establishment of model lodging-houses for youths and adults, *Nash* 1794, 1795. 1797, 1798——A lower and cheaper class of model lodging-houses than those hitherto established is much wanted, *Williams* 2241——Approval of the suggestion of a common lodging-house being so altered and improved at a slight expense that it might serve as a model for similar houses, *Hay* 3694, 3695. 3718——The model lodging-houses hitherto erected have been used by a class of persons superior to that for which they were at first projected, *ib.* 3719–3721.

Mountjoy Prison, Dublin. The Mountjoy Prison at Dublin is the only reformatory institution in Ireland, but is only for transports, of whom it includes all ages, *Berwick* 4053–4055.

Municipal Corporations. Suggestion that corporations have a discretionary power to make grants from monies received from the rates, &c., to ragged, industrial, or reformatory schools, *Hamilton* 1658–1660.

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Nash, Charles. (Analysis of his Evidence.)—Founder and governor of the London Colonial Training Institution in Westminster for the reformation of adult male criminals, 1662–1665——Experience of witness on the subject of criminal and destitute children, 1666–1669. 1683–1686——The low lodging-houses of London are a great cause of juvenile delinquency; suggestion that no boy under sixteen years of age be allowed to sleep therein, 1670–1681. 1794–1812——Low theatres are also a fruitful source of youthful crime, 1680, 1681——Information relative to the institution presided over by witness; discharged criminals, from sixteen to forty years of age, are admitted on expressing an anxiety to reform; details as to the system of probation and training adopted; great success of the same; final disposal of the inmates by emigration, 1682. 1738, 1739. 1754–1759. 1765–1793.

Suggestions for the establishment in London of two classes of schools for juvenile delinquents, the one preventive, the other reformatory, 1687 *et seq.* 1842–1883——The preventive school should be for vagrants or criminals guilty of a first offence, who had never been to prison, 1689–1692. 1720. 1849–1852——The treatment should consist entirely of kindness, 1694–1696——The expenses should be defrayed by voluntary contributions and parental liability; mode in which the latter might be enforced, 1697–1706. 1717–1719——Reference to the institution at Red Hill as being a model of the proposed preventive schools, 1707–1710. 1724–1726.

The suggested reformatory schools should receive boys who had been imprisoned, after the expiration of their sentence, and should retain them for not less than twelve months, and then dispose of them by emigration; the treatment should consist of kindness, 1711–1716. 1727–1753. 1826, 1827——How far there should be any difference in the treatment of juvenile and adult criminals; greater difficulty in effecting the reformation of the former, 1760–1770——Testimony to the excellent effects of the system of training, &c., adopted in Westminster Bridewell, 1774, 1775. 1821–1825——Anxiety of reformed criminals in witness's institution to go to Australia, or to any place distant from London, 1786–1789——Importance of similar institutions being established generally, 1789——They should be maintained by voluntary contributions, Government undertaking the expense of emigration, 1790–1793. 1867. 1879–1883.

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Report, 1852–53—*continued.*

Nash, Charles. (Analysis of his Evidence)—*continued.*

Recommended establishment of model lodging-houses for youths and adults, 1794, 1795. 1797, 1798——How far any inconvenience might result from prohibiting boys to sleep in the present low lodging-houses, 1799–1806——The proposed preventive schools would be a refuge for vagrants and for many boys who now are obliged to resort to lodgings, 1807. 1815–1818——The London lodging-houses have been improved by the late Act in point of cleanliness, and in being less crowded; but their moral character is as bad as ever, 1808–1812——Non-extension of this Act to the city adverted to, 1812–1814——The system of gaol discipline in this country is generally improving, 1819, 1820.

Observations in approval generally of the system of treatment adopted at Parkhurst Prison, 1828–1848——Letter to witness from a boy now at Parkhurst, showing the great improvement effected in him; former career of this boy adverted to, 1832–1837——Witness does not approve of the boys at Parkhurst being sent out as convicts; he also objects to the practice of guarding the prison with soldiers, and of locking the doors; otherwise the discipline there adopted is that most suitable for a reformatory school, 1838–1848——Even if reformatories be generally established, it will be advisable to retain Parkhurst as a prison for those boys who abuse the privileges offered in the former institutions, 1848. 1853–1855.

Suggestions as to the class of persons requisite for the superintendance of reformatory schools; parental treatment to be exercised by them; facilities for obtaining suitable teachers, 1856–1865. 1873–1877——No corporal punishment should be resorted to, 1857——There should be no cells nor anything approaching to prison treatment, 1857——There should not be more than fifty boys under one master, 1857. 1861——Trained teachers are not suitable for reformatory schools, 1860. 1862——The teacher chosen by the committee of management should be vested with complete discretion, 1865. 1871——There should be committees of management for the preventive and reformatory schools proposed by witness; their duty would chiefly be to select a proper master, 1865–1871——It is not advisable that Government interfere with the management in any way, or that a system of Government inspection be adopted, 1868, 1869. 1872. 1878.

National Assembly of France. Report of the Special Committee appointed by the National Assembly of France to consider the treatment of juvenile offenders, *App.* 470–477.

National Schools. National schools and ragged schools as at present provided and supported are quite insufficient to meet the educational want, *Field* 2324——How far the education in national schools may be more effectual than that in pauper schools, *Tufnell* 2485.

Neave, Caroline, and Katherine Fry. (Analysis of their Evidence.)—(*Miss Neave.*) Secretary of a school of discipline at Chelsea, 3793——Has held the office seventeen years, 3794——The objects of the institution are to receive the most destitute girls, who are almost always criminals, 3795, 3796——The committee of the institution meet every Thursday, and on that day applications for admission are received, 3797, 3798——Children are admitted from ten to thirteen years of age, 3799——Above that age they go to Manor Hall, which is an institution having the same object as the School of Discipline, but for older girls and women; they are seldom admitted under sixteen years, 3799, 3800——Fifty is the greatest number admitted at Manor Hall, 3802——And forty-six at the School of Discipline, 3803——Many candidates for both these institutions are now awaiting admission, 3804.

The staff of the School of Discipline consists of a matron and her two daughters; they are not allowed to strike the children, and their treatment is perfectly kind and gentle, 3805–3809——The girls are taught everything that is useful, and the elder ones are trained to household work, 3810–3811——Their religious instruction is carefully promoted, and the Rev. Mr. Robinson, of St. Luke's, Chelsea, who attends the school every week, is surprised at their progress, 3811–3816——The diet is bread and milk morning and evening, and meat or soup and puddings for dinner, 3817——During the first year, although education in the school is the chief point, yet the industrious training of the children is attended to, as they are put to the house work under the older girls, and to knitting and sewing, by which 50 *l.* per annum is earned, 3818——The girls are kept till prepared for service, as they have no homes to return to; three from the School of Discipline have become teachers in schools, 3822.

The girls are often unwilling to leave the institution, 3823——After the first year, industrial training is the chief occupation, 3824, 3825——The number trained in the school since 1825 is 442, the smallness of which is accounted for by the fact of the children having to be kept so many years, 3826, 3827——One of the girls who have become teachers was of a very ungovernable temper, but after being five or six years in the school a complete change was effected, and she is now much valued as a teacher at the Dacre-street Home for Destitute Children, 3828–3835——Many of the girls have married,

Report, 1852-53—*continued.*

Neave, Caroline, and Katherine Fry. (Analysis of their Evidence)—*continued.*

and are doing well, 3836-3839——A great number of those who have become servants have remained five or six years in their first place, 3840, 3841——Very few have been committed for offences, 3842.

Particulars respecting the income and expenditure of the institution; treasurer's account for 1852 handed in, 3843-3863.——(*Miss Fry.*) A committee of the British Ladies Society for the Reformation of Female Prisoners, called the Patronage Committee, support six of the children in the School of Discipline, 3847. 3849 ——(*Miss Neave.*) By far the greater proportion turn out respectably, 3864-3873——The parents and friends of the parents contribute a considerable amount to the income of the institution, 3874, 3875——Six of the forty-six inmates of the institution have been in prison; the remainder, although all have pilfered, have not been convicted before a magistrate, 3876-3881——The highest sum per week contributed by the parents is 2 *s.* 6 *d.*; if the Government were to assist to the same extent, the usefulness of the institution might be much enlarged, 3882-3885.

The Dacre-street Institution, which has only fifteen inmates, would accommodate thirty if there were funds to maintain them, 3885-3891——A weekly committee of ladies has proved the most successful management for these institutions, as it ensures constant supervision, 3892-3895——The children are sometimes drafted to the Manor Hall Institution, when they are not otherwise provided for, 3896, 3897——They are admitted between ten and twelve and a half years, and remain till fifteen to seventeen years, according to their ability for service, 3898-3902——In cases when children have been discharged from the School of Discipline, they have been sent to the union or house of occupations; in the latter place they are very well trained, 3903-3907.

Some parents appreciate the benefits of education for their children; on their return home, in one or two instances in which the parents were addicted to criminal habits, the children have worked a great change in their parents, 3908, 3909——The intellectual education of the children is scarcely carried beyond sacred subjects; but they read books on natural history, and have a slight knowledge of grammar and geography, 3910, 3911——The book in which applications for admission are entered is quite full, 3912 ——Opinion that charitable institutions do not induce parents to neglect their children, 3913, 3914——Unmanageable children are sent to the house of occupation, 3915-3917 ——There is some difficulty in obtaining the payment of the contribution from the parents, 3918, 3919. 3929-3938.

The children being better fed, and having a great many companions, make them feel the discipline and confinement of the institution very little on entering it, 3920, 3921—— The accounts are well kept by Mrs. Le Blanc, the treasurer; there is often great difficulty in providing for the weekly expenses, 3922, 3923——It would not be possible to get any contribution from the parents of those children who have been in prison, and who are now supported by the Patronage Committee, 3926-3928——Applications for admission are generally made by parents in consequence of the pilfering habits of the children, 3937——It would be a great assistance to the institution if parents were compelled to pay, 3939-3945——The greater number of criminal children do not pilfer from a natural instinct, although there are some cases of this kind; the evil is generally eradicated at the School of Discipline, 3946-3950.

Witness founded the Manor Hall Institution at Chelsea, and in a few instances children have been transferred from the School of Discipline to Manor Hall, when too old for the former, and unprovided for otherwise, 3951-3967——There is no distinction between the Patronage Society's children and the others, 3968, 3969 ——The age for leaving the institution is from fifteen to seventeen years, 3970——In the Dacre-street Institution children are admitted at the age of seven, and kept till they are fit for service, 3971-3973——It has been founded two months, and has fifteen inmates; the objects of this institution are identical with those of the School of Discipline, 3974-3980.

The British Ladies Society for the Reformation of Female Prisoners, of which witness is a member, was founded by Mrs. Fry in 1817; the committee-rooms of the society are in White Hart-court, Lombard-street, 3981-3985——The society consists of about forty members, 3986——It has not been able to effect much good with the older prisoners, 3987, 3988.

The Elizabeth Fry Institution, at Hackney, is open to all classes of criminal girls; they are either brought before the committee at White Hart-court on their discharge from prison, and thence sent to the institution, or by an order they go thither direct from the prison, 3989-3992——This institution could receive about thirty, but they are quickly drafted off to other institutions, according to the nature of their crimes, 3989-3993. 4000-4006——Enumeration of these institutions, 3994, 3995.

The three institutions which admit young female children are the School of Discipline, House of Occupations, and the Elizabeth Fry Institution, 3996-3999——The selection for the Elizabeth Fry Institution is made by the lady visitors, assisted by the governor and chaplain, 4007, 4008. 4011-4017——Two-thirds are under sixteen years of age,

4009——

Report, 1852-53—*continued.*

Neave, Caroline, and Katherine Fry. (Analysis of their Evidence)—*continued.*

4009——The Patronage Society proceeds in the same manner to select their cases, 4010——The respited verdicts occasion great expense and responsibility to refuge institutions; they are cases in which sentences are not passed upon young offenders, on the condition of their being received into an asylum, 4018-4025.

Neuhof, near Strasbourg. Particulars as to the establishment at Neuhof, *App.* 421.

Newcastle Gaol. Faulty system of treatment adopted in Newcastle Gaol as regards juvenile offenders, *Hamilton* 1552.

Nicholas, St., Reformatory Institution, Paris. Particulars as to this institution, *App.* 421.

North Surrey District Schools. Satisfactory treatment of destitute children in the North Surrey District Schools, at Anerley, adverted to, *Hamilton* 1634; *Johnson* 3456-3458——Recommended establishment of similar schools throughout the country, *Hamilton* 1634.

General information relative to the North Surrey School, at which there are about 650 children; parishes and unions comprised therein; treatment and industrial training adopted; beneficial results thereof, *Tufnell* 2419-2422. 2426, 2427. 2431. 2438. 2491, 2492——Extent to which agricultural labour is practised at the North Surrey School, *ib.* 2448-2458. 2492——System of three days being devoted to work, and three to school instruction; approval of this plan, *ib.* 2456-2458——Children are sometimes received when under two years of age, *ib.* 2459, 2460——Number of teachers in the North Surrey School, *ib.* 2463, 2464——Average earnings of the boys, *ib.* 2599, 2600.

Statement showing the receipts, expenditure, and balances for the half year ended 25th September 1852, *App.* 454, 455——Statement showing the total expenditure of the North Surrey School District, 1849-1852, *ib.* 455.

See also *District Union Schools*, 1.

Norway. Particulars of the schools therein for preventive and reformatory discipline, *App.* 410.

Number of Inmates. When so great a number as 300 children are at a reformatory school, they should be kept in separate houses, *Strickland* 752, 753——There should not be more than fifty boys under one master, *Nash* 1857. 1861——Objection to there being more than 300 boys in one reformatory; at all events the number should not exceed 400, *Williams* 2102, 2103. 2201——Four hundred boys is the maximum number to be recommended for a reformatory school, *Turner* 2735——About fifty children are the best number for a reformatory school, *Whitmore* 2999-3001——A much greater number might be comprised in industrial district schools, like Quatt, *ib.* 3004, 3005.

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O'Brien, Captain Donatus. (Analysis of his Evidence.)—Director of convict prisons, 820——Is well acquainted with the establishment at Parkhurst, 821——Objects originally sought to be attained by Parkhurst Prison, as stated in the first report of the visitors thereto, dated July 1839; 822, 823——The original system at Parkhurst did not offer sufficient inducements to the prisoners for improvement; changes made in the system in consequence, 824-837——Those boys who are more or less deserving are placed in distinctive classes; they are marked by badges, and receive an extra hour for recreation as well as money gratuities for their labour, 826-834——The money gratuities vary from 2 *d.* to 6 *d.* per week, and are placed to the credit of the boys, but not paid till their arrival in the colonies, 830-834——Creditable character of the letters sent home by the boys to their parents, and mutual good effects produced by correspondence between them; the indulgence of letter writing was granted two years ago, 835.

Reference to the influence exercised over the boys by means of peculiar items in their diet, 836——Further indulgence suggested, by allowing the boys small gardens to cultivate, 836——Witness delivers in a list, showing the daily distribution of the prisoners at Parkhurst, for the week ending 19th February 1853, with respect to their different modes of employment, and also showing the employment of the different officers of the establishment, 838. (*Ev. p.* 19)——Particulars as to the various kinds of work done by the prisoners in the year 1852; it was considerably more than that of the previous year, 839-845. (*Ev. p.* 20)——There were 548 boys at Parkhurst on 19th February 1853; the maximum number that can be received is 625; 842, 843——With reference to the school instruction, witness entirely coincides with the evidence given by Mr. Hall before the Committee of 1852; 846——Remarks as to the gradual diminution of punishments inflicted on the boys from 1849 to 1852, both inclusive; this is a good criterion of their progressive improvement, and may be attributed to the greater encouragements lately held out for general good conduct, 847-849. 861.

Report, 1852-53—*continued.*

O'Brien, Captain Donatus. (Analysis of his Evidence)—*continued.*

Explanation as to an attempt made by some of the boys, three or four years ago, to set Parkhurst on fire, 849——Opinion that the conduct of the boys is a test of their character; many boys however adapt themselves readily to the prison rules, who are not in the least reformed, 850-855——Reference to the favourable reports occasionally received of the boys who are sent from Parkhurst to the colonies, 855, 856——Opinion of the chaplains and deputy governor as to the progressive improvement in the moral character of the boys, which they attribute to the changes that have taken place in the system, 856——Evidence as to the attempts to escape at Parkhurst; explanation as to the employment of sentries, 857-860. 867-870——Refutation of Miss Carpenter's evidence of 21st May 1852, in which she says, "that Parkhurst acts entirely on the principle of compulsion and restraint," 862-870——Advantages of Parkhurst, as compared with the Red Hill Philanthropic Institution. 871.

Observations generally with respect to the establishment at Mettray, 872-881——Opinion that at Mettray they go too much upon the sentiment d'honneur, as it is called, and do not instil sound principles into the boys, 872-880——A further objection to Mettray is the family system, and the too great familiarity existing between the prisoners and officers; grounds in support of this objection, 881-887——Children in the upper and middle classes of society, doubtless commit the same offences as those in the lower classes, but escape the punishment which the latter receives; how far the present reformatory system might be applied to the former class, 888, 889. 894-897——Opinion that in the same institution the penal as well as the reformatory treatment is necessary in all cases of juvenile crime, 890-894——Witness further thinks that every responsible child, whatever may be his circumstances, should if he break the law come under its operation, and be placed at once in a penal reformatory establishment, 894-897.

[Second Examination.]—In July last witness visited the institution of Ruysselede, near Bruges, in Belgium, 899, 900——The institution is more of a pauper than a penal school, yet it has in some measure the character of both, 900*—— Extracts from a memorandum book, written at the time of witness's visit to Ruysselede, which shows the general system of management, *ib.*——The number of inmates in 1851 was 495; 901——The institution is supported by the Government; the annual expenses per head are about 8 *l.*; this amount includes all the establishment charges, 902-904. 914, 915——Children are sent to Ruysselede under the authority of the 66th Article of the Belgian Law, corresponding with the 66th Article of the French Law, or statute of vagrancy, 905-911——The institution is entirely under the management of the Government, the superintendents being appointed by them, 912——The punishments for attempting to escape are the punishment cell, bread and water, erasure from the tablet of honour and public admonitions, 917——There is no boundary wall, but the inmates are encouraged by rewards to seize and bring back any of their companions attempting to escape, 917, 918——The children are detained until the age of eighteen, and are then apprenticed or sent to service, 918, 919.

Remarks relative to an institution in Belgium termed the Society of Patronage; opinion that such a society in England would be extremely useful, 920-927——With respect to the number of reformations at Ruysselede not much can be said, it only having been in operation four years, 929, 930——Though provision is made for religious teaching, the principal means of training used is the excitement of honour, 932-936——There is no probationary period of punishment on first admission to the institution; the longest period of confinement in a solitary cell is five days, 939, 940——The systems as pursued at Mettray and Ruysselede are in no way applicable to Parkhurst, the former being more in the character of reformatory schools than of penal establishments, 941-943.

Information relative to the institution of St. Hubert in Luxembourg, 944-982——Quotations from a work on this institution, written by M. Ducpetiaux, who is at the head of all such establishments throughout Belgium, 944. 953-957——The St. Hubert institution is very similar to Parkhurst in its general character and arrangements, and differs from Ruysselede in being a penitentiary for young offenders instead of a pauper establishment, 944. 972, 973——There were 449 détenus in the St. Hubert institution in 1850; system of rewards and punishments adopted; expense of maintenance, &c., 944-956. 970-979——Successful working of St. Hubert as a reformatory establishment; preference given to it over Ruysselede, 957-969——Reference to the satisfactory results produced by the Bordeaux institution, 957, 958.

Suggestions with respect to the future treatment of juvenile offenders in this country, 983 *et seq.*——The kind of reformatory school contemplated by witness is similar to that recommended and explained by Mr. Hill in his evidence before the Committee of 1852 (*Q.* 414), 983-985——Consideration of the best means of making parents contribute towards the maintenance of their children when in the penal schools, 986-996. 1026-1042——Proposal that in certain cases the magistrates should have power to amerce the district in which the offender has a settlement for his maintenance in the establishment,

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O'Brien, Captain Donatus. (Analysis of his Evidence)—*continued.*

986. 991-996. 1026-1033. 1069, 1070. 1077-1082. 1114-1120——Provided no fault can attach to the parent as regards the education, &c. of his children, he should not be rendered liable for their maintenance, 986-989. 1036-1042. 1066-1070.

Desirability of there being a power of liberating the children and of requiring bail from their parents for their future good behaviour, 997——Approval of the principal of requiring bail from the parents, as suggested by Captain Williams, 998——Proposals in detail for the constitution and general management of the penal schools contemplated by witness, 999 *et seq.*——There should be one common arrangement and plan for all the penal schools, 999-1003——Voluntary aid or control should be excluded altogether, 1001-1004. 1053-1055. 1063-1065——The system should be maintained and superintended entirely by Government, 1003, 1004——Mere vagrants and mendicants should be treated distinctly, and might come under the operation of ragged schools, 1003, 1004. 1015, 1016. 1043-1050. 1056, 1057.

The penal schools or reformatories proposed by witness would be conducted on the Parkhouse plan, with an extension to meet the case of boys under twelve years old convicted of a first trifling offence; different classes into which the establishment should be divided; mode of reward and punishment and of general treatment suggested for each class, 1004-1025. 1056-1065. 1071 *et seq.*——Consideration of the best means of finally disposing of the boys; none should be kept after 18 years of age, 1006-1011. 1023, 1024. 1058-1065. 1071-1074. 1087-1092——Difficulty of properly providing for the well-conducted boys who on leaving the reformatory have no friends, 1007-1012. 1025——Punishment to be inflicted on boys after the age of eighteen, who have been guilty of great crimes, and have shown no reformation whilst in the penal school, 1011. 1071-1074. 1087-1092.

Boys convicted of grave offences should, under certain circumstances be sent to prison as at present, 1012, 1013——It is proposed by witness that there be four penal schools in Great Britain, containing 600 inmates each; districts to which allotted, &c., 1014. 1121. 1131-1139——Criminal children only should be sent to the penal schools, 1015, 1016. 1039-1042——Suggestion as to some criminal boys being sent to reformatories for a definite period of twelve months, instead of to prison for two months, as at present; reason for limiting the period of committal by magistrates to twelve months, 1016, 1017. 1075. 1095. 1103. 1109-1113——Slight discretion to be vested in the authorities of the penal school as to the period of detention of the boys, 1018-1024. 1075, 1076.

Consideration of the proposal that judges at sessions and assizes have power to commit juvenile offenders to a penal school for detention till they arrive at the age of eighteen, without reference to the age at which such detention commences, 1020-1024. 1058-1062. 1083-1103——The treatment in the penal schools should be reformatory as well as penal, 1043-1046. 1171-1174——Reasons for preferring the class of education in the contemplated reformatories to that afforded in ragged schools, 1047-1052——How far any difficulty might arise in submitting ill-conducted boys, after leaving the penal schools, to the legal punishment to which, independently of their detention in the reformatory, they were at first sentenced, 1071-1074. 1087-1094——It is not contemplated by witness that any boy over sixteen years of age should be sent to a penal school, 1094. 1100.

The total cost of each reformatory for 600 boys is estimated by witness at 15,000 *l.*; items of which composed, 1121. 1124, 1125. 1146-1149. 1175, 1176——Reference to a return prepared by Mr. De Renzi, showing the enormous expense of maintaining 115 juvenile offenders in the Leeds prison for a certain period, 1121-1124——Expediency of the penal schools being in the country rather than in the town, 1126-1130——Experimental character of witness's proposal that there be at first four reformatories, containing altogether 2400 juvenile offenders; proportion of this number to that which may require to be dealt with ultimately, 1131-1138.

Approval of the suggestion that it would be better to try witness's system at first only upon those who have been convicted at assizes and sessions, 1139——Reference to the slight cost of a prison at Portsmouth, which has just been completed at an expense of 12 *l.* 10*s.* per cell, 1140-1146——The cells in the proposed penal schools need not be so large as those at Portsmouth, and might with advantage be partitioned with corrugated iron, 1144-1146. 1151, 1152——Inexpediency of surrounding the building with a wall, on account of the great expense consequent thereon, 1153-1161——Proper arrangements and discipline would suffice for the detention of the boys, without having recourse to a wall, 1157-1163——A class of persons similar in every way to the warders at Parkhouse should be employed in like capacities in the proposed penal schools; objection to the employment of warders similar to those at Mettray, 1164-1174.

[Third Examination.]—Witness delivers in a copy of the 66th Article of the French Penal Code, with a translation in English, 1177——In consequence of the recent advance in the price of iron and other materials, the expense of building the proposed penal schools would be greater now than was estimated by witness, but 20,000 *l.* would cover the cost of each establishment, 1178——Under witness's plan of treatment the average detention of prisoners in the reformatory school would be three years, 1179.

Report, 1852-53—*continued.*

O'Brien, Captain. Extract from the code penal of France delivered in by Captain O'Brien, and translation thereof, *App.* 442.

Officers. Witness is of opinion that the officers of penal schools, before their appointment, should undeago a training for their occupation, *Strickland* 620-622——Every officer of a reformatory institution should be a man under religious influences, *Carter* 1456——Suggestion as to the class of persons requisite for the superintendence of reformatory schools; parental treatment to be exercised by them; facilities for obtaining suitable teachers, *Nash* 1856-1865. 1873-1877——Difficulty of finding properly qualified officers, *Senior* 4570, 4571.——*See* also *Masters. Teachers.*

Orphans. An order should be made on the parish with regard to the maintenance of orphan children, *De Renzi* 1982——Suggestion that in the case of orphans poor-law guardians should stand in loco parentis, *ib.* 1982, 1983.

Osborn, Rev. William Cook. (Analysis of his Evidence.)—Has been chaplain of the borough gaol of Bath for the last ten years, 1——Has paid particular attention to the treatment of juvenile offenders, 2——Inefficiency of the present system of prison treatment; it tends to increase the number of re-commitments, 3-10. 23-32——Calculation showing the number of commitals to Bath Gaol in each year from 1844 to 1851; 8, 9——Tabular statement for each year from 1844 to 1849, showing the prison history of male juvenile offenders under seventeen years of age living generally in Bath; also the effects of the present system on their subsequent life, *Ev. p.* 2——Further statement for 1850, 1851, and 1852 (up to 1 July), showing the prison history of male juvenile offenders living generally in Bath, *ib.*——Particulars relative to the industrial reformatory school at Bath; class of children received therein, 11-22. 71-80——Belief that there are but few criminal children for whom prison discipline is necessary, 34——Statement of the chief causes of juvenile crime, 35-37.

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1. *Recommended Liability of Parents for the Maintenance of their Children in Reformatory Institutions:*

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PARKHURST PRISON:

1. *General Particulars as to the Management, &c., of this Institution.*
2. *Rewards and Punishments.*
3. *Expenses.*
4. *Testimony to the excellent Working of the System generally.*
5. *Suggested Alterations in the System.*
6. *Papers laid before the Committee.*

1. *General Particulars as to the Management, &c., of this Institution:*

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In the gangs which work upon the farm, boys almost irreclaimably vicious are associated with the better-disposed boys till they misbehave themselves; they are then placed in the penal ward for correction, *Strickland* 661-665.

3. *Expenses:*

The net average cost of each prisoner at Parkhurst, in 1852, after deducting his earnings, was 16*l.* 18*s.* 8*d.*, *Strickland* 730, 731. 818, 819——Statement with respect to the debtor and creditor accounts of the Parkhurst farm, for the years ending 31 March 1851 and 31 March 1852, *ib.* 732-741. 818, 819——Further reference to the expenses for the year ending 31 March 1852, showing the cost of superintendence, and the total cost of the prisoners themselves, *ib.* 818, 819.

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PARKHURST PRISON—continued.

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Observations in approval generally of the system of treatment adopted at Parkhurst Prison, *Nash* 1828-1848——Letter to witness from a boy now at Parkhurst, showing the great improvement effected in him; former career of this boy adverted to, *ib.* 1832-1837——Effect of the changes made in the system, giving more industrial employment and less schooling, *Jebb* 2858, 2859——General answer to statements made against the discipline now in force, *ib.* 2860-2862——Belief that no further alteration can be made for the better, *ib.* 2863-2867. 2879.

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6. *Papers laid before the Committee:*

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Parliamentary Interference. See *Legislation.*

Parochial Relief. Statement of the number of children and young persons under sixteen years of age in the receipt of parochial relief in England and Wales on 1st January 1851, *App.* 427.

Parochial Schools. Difficulty in the way of forming parochial schools on the same principle as the Quatt School, *Whitmore* 3006——The parochial schools are a very favourable instance of what may be done in the way of industrial training at a slight expense, *Johnson* 3447-3455.

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Pauper Children. Evidence generally with respect to the education of pauper children in the present poor-houses and in the ragged schools, *Guthrie* 518-545——Necessity of pauper children being duly considered in any scheme of national education, *Whitmore* 3053, 3054.

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Period of Detention in Reformatory Schools. Resolution that it is essential that power should be given to detain children so long as may be necessary for their reformation; provided that no child be detained after the age of sixteen, *Rep.* iv.

Evidence as to the time witness considers it necessary for children to be detained in the proposed reformatory institutions; two months might be the minimum, and two years the maximum, *Osborn* 250-252——Opinion that for the purposes of reformation boys should be detained for three or four years at least, and in some cases even longer, *Strickland* 689-691. 719. 777, 778——Suggestion as to some criminal boys being sent to reformatories for a definite period of twelve months instead of to prison for two months, as at present; reason for limiting the period of committal by magistrates to twelve months, *O'Brien* 1016, 1017. 1095. 1103. 1109-1113——Slight discretion proposed to be vested in the authorities of the penal school as to the period of detention of the boys, *ib.* 1018-1024. 1075. 1076——Under witness's plan of treatment the average detention of prisoners would be three years, *ib.* 1179.

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Philadelphia. Extent to which education is provided gratuitously for the poor in Philadelphia; superior character of this education as compared with the house of refuge, *Ingersoll* 3303-3308.

Philadelphia House of Refuge:

1. *Origin and Objects of this Institution; how supported.*
2. *Class of Children received therein.*
3. *Management of the Institution explained.*
4. *General Particulars as to the Industrial Training, Discipline, &c.*
5. *Papers laid before the Committee.*

1. *Origin and Objects of this Institution; how supported:*

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Private Reformatory Establishments. Resolution that various private reformatory establishments for young criminals have proved successful, but are not sure of permanent support; and are deficient in legal control over the inmates, *Rep.* iii——Resolution that power should be given to the Government to contract with the managers of reformatory schools, founded and supported by voluntary contributions, for the care and maintenance of criminal children within such institutions, *ib.*

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QUATT DISTRICT UNION SCHOOL:

1. *Origin and Objects of this Establishment.*
2. *System of Industrial Training, &c.*
3. *Statement of the Expenses; how defrayed.*
4. *Testimony to the excellent Working of the School.*

1. *Origin and Objects of this Establishment:*

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2. *System of Industrial Training, &c.*—continued.

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Ragged Schools. Resolution that the ragged schools, especially the ragged industrial feeding schools, have produced beneficial effects on the children of the most destitute classes, *Rep.* iv——Resolution that voluntary contributions have been found inadequate to supply the number of such schools at present required; and therefore they should not be excluded from the aid of the national grant, under the distribution of the Committee of Council for Education, *ib.*

Witness considers that children who have been in ragged schools have no preference over decent poor people's children in obtaining situations, *Guthrie* 494-496——Reasons for preferring the class of education in the contemplated reformatories to that afforded in ragged schools, *O'Brien* 1047-1052——Support proposed to be given to ragged feeding schools, by empowering Boards of Guardians to pay to them the whole or a portion of the out-door relief now afforded to parents, *Hamilton* 1635. 1639——Benefits anticipated from a greater attendance of destitute children at industrial ragged schools which supply food, *ib.* 1635-1640. 1651, 1652——There should be a ragged feeding school under inspection in every large town; how far they might assimilate to the proposed criminal reformatories, *ib.* 1638. 1641, 1642——Suggestions for the formation of feeding schools similar to those at Aberdeen for destitute children only, to be supported partly by voluntary contributions and partly by the poor rate; management and general administration considered, *Williams* 2169-2196.

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Rauhe Haus Reformatory Institution (Hamburgh). Evidence relative to the institution of Rauhe Haus, near Hamburgh, more especially as regards a pensionat recently established there as as a reformatory school for children of a better class of society than those in the ordinary parts of the institution, *Sandford* 2651-2687——The pensionat is in a financial respect a private establishment, and the system of treatment is altogether different from that in the Rauhe Haus generally; confidence in the personal influence of Dr. Wichern has led to the formation of the pensionat, *ib.* 2654-2683——Comparison between the Rauhe Haus and the institution at Red Hill, *ib.* 2684-2687.

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Reading Gaol. Calculations with respect to criminals in Reading Gaol in 1852, showing that the more gross and confirmed offenders commenced their career when very young, *Field* 2311-2314——Proportion of juvenile offenders in Reading Gaol in 1852, as compared with the whole number committed in that year; statement as to the parents and relatives of these children, *ib.* 2314——The children are generally of the agricultural class, *ib.* 2315——The separate system of treatment is adopted, *ib.* 2320. 2349-2355.

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Receiving Houses. There should be receiving houses established under the Poor Law for dealing with the wants of hungry and destitute children, *Hill* 3086-3091.

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RED HILL PHILANTHROPIC FARM SCHOOL:

1. *Generally; valuable Character of this Institution.*
2. *Details of its Management; the Diet, Discipline, &c.*
3. *Difficulty experienced in procuring proper Teachers; Advantages offered by the School for Pupil Teachers.*
4. *Expenses of the Establishment.*
5. *Papers laid before the Committee.*

1. *Generally; valuable Character of this Institution:*

Reference to the institution at Red Hill as being a model of the proposed preventive schools, *Nash* 1707-1710. 1724-1726——The extension of such reformatory institutions as that at Red Hill recommended, *Carter* 1279——Visit recently paid by witness to the Red Hill Institution; immense benefit such an institution would produce in Ireland, *Berwick* 4172, 4173——Remarks relative to the Red Hill Institution; increase since the beginning of 1852 in the number of inmates; great efficiency of the institution at the present time, *Williams* 2093, 2094——Part taken by witness in the removal of the Philanthropic Society to Red Hill; reference to Mr. Sydney Turner, as having been a main instrument in infusing public utility into this institution, *Milnes* 2640.

2. *Details of its Management; the Diet, Discipline, &c.:*

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3. *Difficulty experienced in procuring proper Teachers; Advantages offered by the School for Pupil Teachers:*

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4. *Expenses of the Establishment*—continued.

to which attributable, *Williams* 2095-2101——Average annual expense of each boy; evidence given last year corrected in regard thereto; diminution of expense with the increase of numbers, *Turner* 2734-2736. 2763, 2764——System of accounts adopted, *ib.* 2736—— Expense of food and clothing at Red Hill, *ib.* 2772, 2773.

5. *Papers laid before the Committee:*

Report on the system of "La Colonie Agricole," at Mettray, presented to the Committee of the Philanthropic Society, St. George's Fields, 19th August 1846. *App.* 460-479——Return of officers, workpeople, &c. employed at this institution, *ib.* 490—— Return of articles in general consumption, and total weekly cost of the dietary, *ib.*

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Reformatory and Penal Schools:

1. *Recommendations of the Committee in regard to the establishment of Penal Reformatory Schools.*
2. *Evidence in support of those Recommendations; with general Suggestions for effecting the Object in View.*
3. *Number and proposed Locality of the Schools.*
4. *Probable Expense, and how and by whom to be defrayed.*
5. *Treatment to be pursued.*
6. *Class of Offenders to be received in these Institutions; whether Criminal and Destitute Children are to be intermixed.*
7. *Paper laid before the Committee.*

1. *Recommendations of the Committee in regard to the Establishment of Penal Reformatory Schools:*

Resolution that a great proportion of the criminal children of this country, especially those convicted of first offences, require systematic education, care and industrial occupation rather than mere punishment, *Rep.* iii——That penal reformatory establishments to be instituted for the detention and correction of criminal children convicted before ought magistrates or courts of justice of serious offences, *ib.*——That reformatory schools should be established for the education and correction of children convicted of minor offences, *ib.*——That such reformatory schools should be founded and supported partially by local rates and partially by contributions from the State, and that power should be given for raising the necessary amonnt of local rates, *ib.*——That whatever may be the cost of such schools and establishments, they would be productive of great pecuniary saving, by the effect which they would have in diminishing our criminal population, *ib.* iv.

2. *Evidence in support of those Recommendations; with general Suggestions for effecting the Object in View:*

Recommended establishment of reformatory schools similar to that at Red Hill, *Carter* 1272; *Temple* 3335-3337: *Johnson* 3468-3470——Recommended establishment of institutions, like Mettray or Red Hill, for criminals above the age of eleven, *Tufnell* 2616, 2617——Beneficial results anticipated from the formation of penal reformatory schools for the detention of juvenile offenders, *Berwick* 4056-4059——Witness considers it highly desirable that penal reformatory institutions for juvenile criminals should be established, especially as transportation is to cease, *Senior* 4563-4565.

Expediency of establishing district houses of detention where the training and discipline adopted in correctional and reformatory schools might be carried out, *Carter* 1278, 1279——As regards juveniles convicted of offences not involving dishonesty, it would be desirable if a plan could be devised to prevent their being sent to gaol, where they become familiarised with crime, *ib.* 1434——Opinion in favour of sending them to the free industrial schools, *ib.*——The proposed school should be purely a Government institution, and might serve as a model for private establishments, *Hamilton* 1618—— The suggested reformatory schools should receive boys who had been imprisoned after the expiration of their sentence, and should retain them for not less than twelve months, and then dispose of them by emigration; the treatment should consist of kindness, *Nash* 1711-1716. 1727-1753. 1816, 1827——The proposed preventive schools would be a refuge for vagrants, and for many boys who now are obliged to resort to lodgings, *ib.* 1807. 1815-1818.

Evidence generally containing various suggestions by witness for the better prevention of juvenile delinquency by means of industrial reformatory schools, *Osborn* 216-318——Desire occasionally expressed by boys on leaving prison to enter reformatory institutions, *De Renzi* 1959——System of district penal schools, analogous to the district

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2. *Evidence in support of those Recommendations, &c.*—continued.

pauper union schools, proposed for punishment after conviction, *Turner* 2795——The schools should be controlled by a joint action of the Government and local authorities, *ib.* 2823——Additional suggestions, *ib.* 2827 *et seq.*——Witness's experience at Red Hill has made him sanguine as to the beneficial effects of a reformatory school, and especially if the boys are brought under treatment at an early period of their career, *ib.* 2832——District penal schools to be erected and maintained at the expense of and controlled by the Government recommended, *Jebb* 2878, 2879——Belief that Government institutions, as well as private, ones, will be necessary for the proper accomplishment of the object of juvenile reform, *Adderley* 3777.

Opinion that it should be entirely discretionary with the magistrates to send children or not to the reformatory schools, *Osborn* 268, 269——Tables delivered in illustrating the inexpediency of sending certain young criminals to reformatory institutions for any long period, or of sending them to any great distance from their homes, *Hamilton* 1574, 1575 (*Ev. p.* 140).

3. *Number and proposed Locality of the Schools:*

The number of reformatory schools to be formed in England would be about fifty, or at the rate of one to each county, *Osborn* 231, 232——Witness considers it would be more convenient at first for counties to co-operate, and boroughs to unite, as for instance Bath and Bristol, as being contiguous cities, *ib.* 233——Suggestion that reformatory schools should be situated in the country, reasons in support of this opinion, *Strickland* 764-776——It is proposed by witness that there be four penal schools in Great Britain, containing 600 inmates each; districts to which allotted, &c., *O'Brien* 1014-1021, 1131-1139——Expediency of the penal schools being in the country rather than in the town, *ib.* 1126-1130——Experimental character of witness's proposal that there be at first four reformatories, containing altogether 2,400 juvenile offenders; proportion of this number to that which may require to be dealt with ultimately, *ib.* 1131-1138.

There should be an institution similar to Parkhurst in the district of each inspector of prisons, *Hamilton* 1618——Suggestions as to the most favourable localities for the contemplated reformatories, *ib.* 1620——Very few second-class reformatories would be required, *ib.* 1632——Besides the Red Hill Institution there should be two similar ones in England calculated to receive yearly from 300 to 400 juvenile offenders, *Williams* 2197——The working of three institutions like Red Hill and of that at Parkhurst would produce a material reduction in juvenile delinquency throughout the country, *ib.* 2198-2200——Estimated number of children to be provided for, *Turner* 2824, 2825——The proposed reformatory buildings should be situate in the country, *Hill* 3143.

There might at first be a penal school for each of the circuits of the judges, *Johnson* 3496, 3497. 3503, 3504——Four reformatory institutions would be sufficient for Ireland, one in the first instance to test the effect, *Connellan* 4192, 4193. 4233, 4234. 4265——Requirements of such an institution; probable expense per head, *ib.* 4193-4206——Prisoners from all parts of Ireland would be sent to the institution; means of providing for the difficulty arising out of prisoners being sent up without its being known what accommodation existed, *ib.* 4214-4221. 4266, 4267——Calculations entered into by witness for determining the best localities for the reformatory institutions proposed for Ireland, *ib.* 4551, 4552——Numbers for which accommodation should be provided, *ib.* 4557——Four industrial and agricultural institutions would be required in the first instance for Ireland; reference herein to the evidence of Mr. Connellan, *Senior* 4580-4582——Period within which the effects of the system would begin to be felt, *ib.* 4583, 4584.

4. *Probable Expense, and how and by whom to be defrayed:*

The total cost of each reformatory for 600 boys is estimated by witness at 15,000 *l.*; items of which composed, *O'Brien* 1121. 1124, 1125. 1146-1149. 1175. 1176——Probable rate of expense of building and organising the proposed schools, *Turner* 2824——Particulars as to the probable cost of establishments of this kind in Ireland; number of inmates calculated upon, *Senior* 4593-4596.

Sources from whence the funds should be contributed, *Strickland* 760-763——The Government should bear one-half of the cost of establishment and subsequent maintenance of the institutions; the other half should be defrayed out of the local taxes, *Turner* 2796-2799. 2850, 2851——The expense should fall on the counties comprising the district in which the school was built, *Johnson* 3498, 3499. 3528-3532.

Grounds in support of the opinion that if industrial schools were generally established, the cost of the children would be less than it is at present in the prisons, *Osborn* 204-215——At first the saving by the proposed system of reformatory schools would not be much, but ultimately very considerable; the principal effect would be the diminution of crime in the country, *ib.* 309-313——On the establishment of these schools the parties who bear the expenses now should do so then, and the parties who commit

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4. *Probable Expense, and how and by whom to be defrayed*—continued.

the children to these schools should have authority over such schools, *Osborn* 234-242——Opinion that 4 *s.* a week is not too much to calculate for the maintenance of a child in a reformatory institution, *Hamilton* 1601, 1602. 1605.

5. *Treatment to be pursued:*

The system proposed by witness would be something between that adopted at Red Hill and at Parkhurst, *Osborn* 226, 227; *Connellan* 4191. 4207-4213——Witness does not consider it necessary to punish children before sending them to these schools, it being desirable to get rid of the connexion of the children's early associations with the prison, *ib.* 244-249——In an agricultural school, as proposed by witness, the children should not be allowed to pass the limits of the farm; mode of punishing those who transgress these limits, *Strickland* 783-790—— Opinion that in the same institution the penal as well as the reformatory treatment is necessary in all cases of juvenile crime, *O'Brien* 890-894. 1043-1046. 1171-1174; *Carter* 1443-1446.

Further suggestions with respect to the future treatment of juvenile offenders in this country, *O'Brien* 983 *et seq.*; *Field* 2342 *et seq.*; *Carter* 1435-1447. 2788 *et seq.*—— Proposals in detail for the constitution and general management of the penal schools contemplated by witness, *O'Brien* 999 *et seq.*——There should be one common arrangement and plan for all the penal schools, *ib.* 999-1003——The schools proposed by witness would be conducted on the Parkhurst plan, with an extension to meet the case of boys under twelve years old, convicted of a first trifling offence; different classes into which the establishment should be divided; mode of reward and punishment and of general treatment suggested for each class, *ib.* 1004-1025. 1056-1065. 1071 *et seq.*——The cells in the proposed penal schools need not be so large as those at Portsmouth prison, and might with advantage be partitioned with corrugated iron, *ib.* 1144-1146. 1151. 1152.

The principle of love rather than of severity should be adopted in the reformation of all juvenile offenders, *Carter* 1442. 1444, 1445——In any process for the reformation of criminal youths it is most desirable to awaken or revive religious impressions in them; a great proportion are quite uninfluenced by such impressions, *ib.* 1452-1455——Consideration of the manner in which reformatory institutions can be best established and conducted, *Hamilton* 1618 *et seq.*——Belief that under the three descriptions of schools proposed by witness, viz. first and second class reformatories and ragged schools, a proper line of distinction could be drawn as regards the boys suitable for each and the several modes of treatment to be adopted, *ib.* 1648-1657——Suggestions for the establishment in London of two classes of schools for juvenile delinquents; the one preventive, the other reformatory, *Nash* 1687 *et seq.* 1842-1883——The preventive school should be for vagrants or criminals guilty of a first offence, who had never been to prison, *ib.* 1689-1692. 1720. 1849-1852——The treatment should consist entirely of kindness, *ib.* 1694-1696.

No boy should be admitted into a reformatory without having passed through prison, *De Renzi* 1936-1953——The penal and the reformatory treatment should be administered in different buildings; adaptation of prisons to the penal discipline, *ib.* 1947-1953——There should at first be a period of separate confinement, regulated and adapted to the condition of the child; this should take place in a building attached to the contemplated reformatories, *Field* 2342. 2346-2363. 2393——Character of the instruction to be given during the period of separate confinement, *ib.* 2342. 2349-2353——Suggestion that criminal children under eleven years of age be sent to such institutions as the North Surrey District School; they might thus be thoroughly reformed at a very slight cost, *Tufnell* 2616, 2617.

As regards penal treatment, England is the only country where no difference is made between the faults of the child and the crimes of the adult, *Milnes* 2638——The presence of so many children in our prisons is a proof of the inefficiency of the present system of treatment adopted towards them, *ib.* 2638, 2639——Suggestion that as a general rule juvenile offenders under fourteen years of age should not be subjected to penal treatment; exceptional cases to this rule, *Groves* 2700-2705——The penal schools proposed to be assimilated to the system now pursued at Parkhurst, *Jebb* 2879——The routine of the penal schools should be more stringent than that of the industrial schools, *ib.*——The two kinds of school proposed by witness are in principle represented by Red Hill and Parkhurst, *ib.* 2883-2887.

General principles on which the management of reformatories and the treatment of the inmates should be conducted, *Hill* 3137-3148——The reformatory should be considered in all respects as a child's prison under another name, and juvenile criminals should be sent thither direct, *ib.* 3141, 3142. 3144, 3145——Treatment to be observed in the education and reformation of criminal children; principle of hope to be held out to them, *Temple* 3335——The treatment should be substantially kind, with very little of the penal character in it, *Johnson* 3505. 3513——As a general rule all criminals under sixteen years of age should be sent to the penal reformatories; those guilty of great crimes should

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still be committed to prison; the discretion of the committee must be left mainly to the magistrate, *Johnson* 3506-3512. 3546-3550. 3562-3575.

Inadequacy of the present system of correction of juvenile offenders in Ireland, *Berwick* 4336——Expediency of having penal schools of detention for juveniles instead of gaols; degrading effect on children of sending them to the ordinary gaol; effect in initiating them in crime, *ib.* 4048-4051——Punishment and reformation cannot go hand in hand in the proposed institutions, *Connellan* 4269, 4270——Plan on which such institutions should be conducted; treatment to be adopted, *Senior* 4566-4569. 4601-4606——The difficulty in treating an English and Irish juvenile criminal respectively stated, *ib.* 4585——Points of dissimilitude between a prison and its discipline, and the proposed reformatory institutions, *ib.* 4624-4635.

6. *Class of Offenders to be received in these Institutions; whether Criminal and Destitute Children are to be intermixed:*

Powers should be extended to send to the proposed reformatory schools children who are refractory at home; case in support of this opinion, *Osborn* 253, 254——Opinion that there should be two kinds of schools; a ragged school for children before they are sent to prison, and a reformatory school for children after becoming criminal; remarks generally upon this subject, *Guthrie* 557-577——Different classes of children proposed by witness to be admitted into reformatory schools, *Strickland* 796-817——Witness sees no practical objection to the association in reformatory schools of those children who are criminal with those who are merely destitute, *ib.* 809-817——Criminal children only should be sent to the penal schools, *O'Brien* 1015, 1016. 1039-1042——It is not contemplated by witness that any boy under sixteen years of age should be sent to a penal school, *ib.* 1094. 1100——All boys committed for grave offences should be sent thither, *Hamilton* 1618——How far privileges of education, &c. might, under witness's plan, be afforded more fully to criminal than to destitute juveniles, *ib.* 1648-1657.

Class of offenders contemplated being sent to these establishments, *Turner* 2800, 2801——Further suggestions in regard to district penal schools, *ib.* 2823 *et seq.*——The criminal and destitute should not be intermixed, *Jebb* 2888-2890——Institutions for juvenile offenders should be kept quite distinct from those for adults, *Johnson* 3431-3433. 3436, 3437——An entire separation from gaols is contemplated, *Connellan* 4553, 4554.

7. *Paper laid before the Committee:*

Paper on the farm school system of the Continent, and its applicability to the reformatory education of pauper and criminal children in England and Wales, by Mr. Fletcher, *App.* 401.

See also *Absconding. Adult Prisoners. Agricultural Training. Bail. Bath Industrial School and Juvenile Reformatory. Birmingham Reformatory Institution. Bordeaux Reformatory Institution. Cells. Chelsea School of Discipline. Colonial Training Institutions. Committees of Management. Cost of Building. Dacre-street Institution. Dietary. Discharge of Prisoners. Discipline. Disposal of Reformed Juveniles. Durham and Sunderland Refuge. Edinburgh Ragged and Industrial Schools. Education. Elizabeth Fry Institution. Expenses of Reformatory Schools. Experimental Institutions. Family System. Girls. Glasgow Houses of Refuge. Government Aid. Government Control. Gower's-walk Industrial School, Whitechapel. Houses of Correction. Houses of Detention. Houses of Refuge. Incorrigible Offenders. Industrial Feeding Schools. Intermixture of the Sexes. Land. Liverpool. Local Management. London Colonial Training Institution, Westminster. Magistrates. Masters. Mettray Institution. Number of Inmates. Parents. Period of Detention in Reformatory Schools. Philadelphia House of Refuge. Private Reformatory Establishments. Probationary Treatment. Rauhe-Haus Reformatory Institution, Hamburgh. Red Hill Philanthropic Farm School. Rewards and Punishments. Ruysselede Reformatory Institution, Bruges. St. Hubert Penitentiary, Luxembourg. Second Offences. Self-supporting Institutions. Separate System. Spade Husbandry. Step Parents. Teachers. Training Ships. Transportation. United States. Upper and Middle Classes. Walls (Penal Schools). Warders.*

Refractory Children. See *Incorrigible Offenders. Reformatory Schools*, 5, 6.

Religious Instruction. Importance of awakening or forming religious impressions in carrying out the process of juvenile reformation, *Carter* 1452-1457——Expediency of a chaplain being attached to every house of detention or reformatory school, *ib.* 1457, 1458——No difficulty would arise from children of different denominations being under the charge of a minister of the Established Church; practice of religious teaching in the borough gaol of Liverpool cited in support of this statement, *ib.* 1459-1461.

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There is a daily exposition of the scriptures and prayers in Durham Gaol, exclusive of the school instruction, *Hamilton* 1483, 1484——Character of the religious teaching recommended for young criminals, *ib.* 1625——Explanation as to the system of religious instruction in Reading Gaol; it is not compulsory in any way, *Field* 2383, 2384——Submission that no efforts to restrain or correct juvenile delinquency can be successful unless based upon sound religious instruction, accompanied with moral and industrial training for a considerable length of time, *ib.* 2394.

Impossibility of joint management in the religious training of Protestant and Roman-catholic children, *Berwick* 4109–4117——The utmost importance is to be attached to religious administrations in a reformatory institution, *Senior* 4664.

See also *Chaplains of Reformatory Schools.* *Reformatory and Penal Schools*, 5, 6. *Scriptures, The.*

Respited Verdicts. The respited verdicts occasion great expense and responsibility to refuge institutions; they are cases in which sentences are not passed upon young offenders on condition of their being received into an asylum, *Neave* 4018–4025.

Rewards and Punishments. Opinion in favour of the boys in reformatory establishments being paid for their labour, and a certain sum deducted for their maintenance, *Strickland* 755–757——Description of punishment proposed for the contemplated reformatory institutions, *Turner* 2790——Feeling of criminal juveniles as to the punishment awarded to them for their offences; absence of any self-reproach, *ib.* 2818——System of rewards and punishments suggested, *Hill* 3143. 3145.

Table showing the punishments for offences in prison inflicted on juvenile prisoners in the gaols of England and Wales in the year 1849, *App.* 431.

See also *Bath Industrial School and Juvenile Reformatory*, 2. *Corporal Punishment. Emigration. Incorrigible Offenders. Parkhurst Prison*, 2. *Reformatory and Penal Schools*, 5. *Ruysselede Reformatory Institution, Bruges.*

Richmond Bridewell (Dublin). Return of the number of male juvenile offenders committed to Richmond Bridewell in the years 1850–1852, *App.* 510, 511——Return taken in December 1852 of male prisoners who had been instructed in any handicraft previously to incarceration, *ib.* 512.

Roquette, Le, Paris. Short notice of the system of juvenile discipline pursued at this prison, *App.* 469.

Rushton, The late Mr. Letter addressed to the town council and select vestry of the borough of Liverpool upon juvenile crime by Edward Rushton, stipendiary magistrate, *App.* 448–540; *Carter* 1197–1201——Upon consideration of this letter, the council decided upon establishing a reformatory institution for 25 boys and 25 girls, but from various causes their intention has not as yet been carried out, *Carter* 1201–1209.

Russia. Particulars of the schools for preventive and reformatory discipline in the Russian provinces bordering on the Baltic, *App.* 410.

Ruysselede Reformatory Institution, Bruges. The Ruysselede institution is more of a pauper than a penal school, yet it has in some measure the character of both, *O'Brien* 900*——General system of management at Ruysselede, *ib.* 900*——The number of inmates in 1851 was 495, *ib.* 901——The institution is supported by the Government; the annual expenses per head are about 8*l.*; this amount includes all the establishment charges, *ib.* 902–904. 914, 915——Children are sent to Ruysselede under the authority of the sixty-sixth article of the Belgian law, corresponding with the sixty-sixth article of the French law, or statute of vagrancy, *ib.* 905–911——The institution is entirely under the management of the Government, the superintendents being appointed by them, *ib.* 912.

The punishments for attempting to escape are the punishment cell, bread and water, erasure from the tablet of honour, and public admonitions, *O'Brien* 917——There is no boundary wall, but the inmates are encouraged by rewards to seize and bring back any of their companions attempting to escape, *ib.* 917, 918——The children are detained until the age of eighteen, and then apprenticed and sent to service, *ib.* 918, 919——With respect to the number of reformations at Ruysselede not much can be said, it only having been in operation four years, *ib.* 929, 930——Though provision is made for religious teaching, the principal means of training used is the excitement of honour, *ib.* 932–936——There is no probationary period of punishment on first admission to the institution; the longest period of confinement in a solitary cell is five days, *ib.* 939, 940.

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St. Hubert Penitentiary, Luxembourg. General information relative to this institution, *O'Brien* 944–982——Quotations from a work on this institution, written by M. Ducpetiaux, who is at the head of all such establishments in Belgium, *ib.* 944. 953–957——The St. Hubert institution is very similar to Parkhurst in its general character and

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arrangements, and differs from Ruysselede in being a penitentiary for young offenders instead of a pauper establishment, *O'Brien* 944. 972, 973——There were 449 detenus in the institution in 1850; system of rewards and punishments adopted; expense of maintenance, &c., *ib.* 944-956. 970-979——Successful working of St. Hubert as a reformatory establishment; preference given to it over Ruysselede, *ib.* 957-969.

Sandford, Francis.—(Analysis of his Evidence). Senior examiner in the educational department of the Privy Council, 2650——Evidence relative to the institution of Rauhe Haus, near Hamburgh, more especially as regards a pensionat recently established as a reformatory school for children of a better class of society than those in the ordinary parts of the institution, 2651-2687——The pensionat is, in a financial respect, a private establishment, and the system of treatment is altogether different from that in the Rauhe Haus generally; confidence in the personal influence of Dr. Wichern has led to the formation of the pensionat, 2654-2683——Comparison between the Rauhe Haus and the institution at Red Hill, 2684-2687.

Opinion that in this country the standard of examination for pupil teachers is not so high as to place the Government grants out of the reach of schools which might otherwise be established as reformatories, 2688, 2689——With respect to the Kneller Hall institution, it was intended for the training of masters for workhouse schools and other schools in connexion with Government, 2690.

Saxe Weimar. Reformatory school in this State originally founded by Falk in 1813, *App.* 409.

Saxony. Particulars of the schools for preventive and reform tory discipline in this kingdom, *App.* 409.

Schleswig Holstein. Reformatory school erected by this state at Flensburg, *App.* 409.

School of Discipline. See *Chelsea School of Discipline.*

Scotland. Report handed in compiled by Mr. Smith, governor of the Edinburgh prison, relative to certain prisons in Scotland; extracts from the same showing the beneficial results of the ragged schools in Edinburgh, Dundee, and Aberdeen, *Guthrie* 435-448——The reasons for this beneficial result is the improvement in the children, and that magistrates now send children guilty of petty thefts to the ragged schools instead of to prison, *ib.* 442-449——The diminution of juvenile crime in Dundee has not been so large as in Aberdeen and Edinburgh, in consequence of the schools not being so efficient there as in those places, *ib.* 450-452——The same system of religious teaching is adopted in the other towns in Scotland where ragged schools are as that in use at Edinburgh, *ib.* 468——There are no national schools on Scotland; the parish schools in country districts are supported by an assessment in the land; there is no assessment for schools in the city, *Playfair* 4467-4470.——*See* also *Barclay, Mr. Sheriff.*

Scriptures, The. Inexpediency of forcing the reading of the Scriptures on prisoners, *De Renzi* 1915.

Seaport Towns. Propriety of adopting training ships as a reformatory measure in all large seaport towns; effect of an arrangement made at Liverpool some years ago on this subject; details as to the system under which training ships or other reformatories might be extensively established, *Carter* 1279-1342.

Second Offences. Proposal that children convicted of second offences undergo some penal treatment in gaol and be afterwards transferred to a reformatory institution, *De Renzi* 1929. 1938-1940. 1943——In cases of second convictions where no imprisonment had followed on the first conviction, the magistrate should have power to commit the boy for six months to prison before sending him to a reformatory institution, *ib.* 2010. 2016-2018——Importance of the second offence being well investigated, and the status of the offender as to crime ascertained, *Turner* 2790-2792.

See also *Reformatory and Penal Schools*, 5, 6.

Self-supporting Institutions. Evidence generally to the effect that with proper instruction the boys at Parkhurst and elsewhere might be enabled by their own work to cover the cost of their maintenance, *Strickland* 692-720——Evidence and calculations in support of the opinion that industrial farm schools may be made self-supporting, *Whitmore* 2994-2998, *Ev. p.* 270.

Senior, Edward. (Analysis of his Evidence.)—One of the Poor Law Commissioners for Ireland, 4561, 4562——Highly desirable that penal reformatory institutions for juvenile criminals should be established; especially as transportation is to cease, 4563-4565——Plan on which such institutions should be conducted, 4566-4569——Difficulty of finding qualified officers, 4570, 4571——Giving magistrates a power of commitment to the school for longer periods than they can now commit to a prison is essential, 4572-4574——The maximum time should be four or five years, 4575——Funds for the maintenance of these institutions could not be obtained in Ireland from private sources, 4576.

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Senior, Edward. (Analysis of his Evidence)—*continued.*

The local government and inspection should be intrusted to the Government, 4577——The education should be industrial and agricultural, 4578, 4579——Four institutions would be required in the first instance for Ireland; reference herein to the evidence of Mr. Connellan, 4580-4582——Period within which the effects of the system would begin to be felt, 4583, 4584——The difficulty in treating an English and Irish juvenile criminal respectively stated, 4585——Expediency of a vagrant or mendicant law; alteration of the existing law in reference to this point that might be necessary, 4586-4590——No instance of resistance to the operation of the law of mendicancy on the part of the Roman-catholic clergy, 4591, 4592.

Particulars as to the probable cost of establishments of this kind; number of inmates calculated upon, 4593-4596——The local governor should determine the actual stay of an inmate in these schools, 4597. 4602——Paucity of the elements for good local government in Ireland, 4598——Power of inspection to be left in a committee of magistrates, 4599——Proposed powers of the local resident governor, 4600——Treatment that should be adopted, 4601-4606.

Witness has read the evidence given by Mr. Turner as to the French system; points on which witness differs with him, 4607-4613——Description of men to be selected as warders, 4614-4616——Size of farms proposed to be attached to the schools; number of boys that would be required properly to cultivate them; discipline that would be observed, 4617-4623——Points of dissimilitude between a prison and the proposed reformatory institutions, 4624-4635——Possibility of deterring parents by inflicting the cost of the maintenance of their children upon them, 4636, 4637——The great majority of juvenile criminals in Ireland spring from the very poorest class, 4638-4640.

Terror which imprisonment has to juvenile criminal classes in Ireland, 4641-4644——The vagrant law as it stands would be sufficient for the repression of mendicancy and vagrancy if judiciously carried out, 4645, 4646——General concurrence in the recommendations of Mr. Connellan that institutions be established embracing discipline analogous to that of Parkhurst and Red Hill, 4647——Respects in which witness's plan differs, 4648-4651——Means by which witness gets out of the difficulty of the State having to take charge of children neglected by their parents, 4652-4654——Impracticability of the State taking charge of the children of the mendicant and criminal classes, 4656.

How far an attempt should be made to take hold of the children engaged in mendicancy, and to give them such an education as to fit them for hereafter obtaining their livelihood, considered, 4657-4663——The reformatory institutions should be exclusively under Government control, allowing the visitation of local bodies and providing religious administration, 4664——The building and expenses of the institutions should fall on Government, but not the maintenance, 4665——The present Irish poor law statutes would enable that chargeability to be carried out; the charge should be localised as far as possible, 4666-4668.

When parents of criminal children have property, they should become responsible for their maintenance in a reformatory institution, 4669, 4670——It is desirable that a portion of the proceeds of the labour of the children should be set apart for their future advantage, 4671-4673——Considerable progress made in the industrial education of the children in Irish workhouses; particulars on this head, 4674-4689——Education in Irish workhouses might be made more efficient if a superior class of teachers were appointed, 4690-4694——Desirability of assisting the poorer unions in erecting separate school buildings, 4695-4700——Children in workhouses for whom the ordinary rules of discipline were inadequate should be sent to the penal institution, their maintenance being charged to the unions whence they were sent, 4701, 4702.

Senior, Mr. Papers delivered in by E. Senior, 29th April 1853, containing statements in detail relative to workhouses in Ireland, *App.* 500-504.

Separate System. Opinion that the separate system does not reform children, but has a tendency to depress and injure the mind, *Osborn* 51-60. 190-192——Witness entirely disapproves of the separate prison discipline as applied to children, *Guthrie* 580, 581——Disapproval of separate confinement as regards boys under the age of 16, *Groves* 2698, 2699. 2721——Definition of separate confinement; objection thereto as a preliminary means of correction, *ib.* 2721-2723——The separate system as applied to children is quite unsuitable for their reformation, except in the case of those of confirmed bad habits, *Johnson* 3431. 3549, 3550——The separate system is carried out in a very small number of gaols in Ireland; in Belfast Gaol only fully for both sexes, *Connellan* 4182.

See also *Bath Borough Gaol. Belfast Gaol. Durham Gaol. Leeds Gaol. Millbank Prison. Reading Gaol.*

Short Imprisonments. Repeated short imprisonments have a hardening, not a deterring effect upon juvenile criminals, *Strickland* 609-613——Opinion as to the uselessness of short imprisonments, *De Renzi* 1927, 1928; *Field* 2356-2358——Objection to the principle of short confinement with severe punishment, *De Renzi* 2019, 2020; *Johnson* 3551, 3552.

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SELECT COMMITTEE

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